

# **Greater Sullivan Neighborhood Visioning Plan Inventory**

**Compiled by Clemson University's Master's in City and Regional Planning Program  
For the City of Greenville Division of Community Development**

Austin Rutherford

Brittini Olesen

Thomas Trawick

Brennan Hansley

John Taylor

Zulfiya Abdukhalikova

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## **I. Executive Summary**

This report provides an analysis and evaluation of the current state of the neighborhood and opportunities for economic development. A workshop was conducted with the Greater Sullivan community at which residents were interviewed and asked to fill out a survey. Those in attendance were broken into three focus groups and asked to provide feedback about the community's vision for the future. There was a follow-up meeting a week later to present findings from the workshop to the community. In addition, a few follow-up interviews were conducted to gather further information. The findings were presented to the community on November 10, 2015.

### **Planning Process:**

Clemson University's City and Regional Planning students were invited to create a Visioning Plan for Greater Sullivan in the fall of 2015. In the first stage, the Clemson Group toured the neighborhood with community leaders on August 25<sup>th</sup> before attending a neighborhood meeting to gain a better understanding of the neighborhood and surrounding areas. A

community meeting was held on September 29<sup>th</sup> to receive feedback from the community on their specific vision of the neighborhood's future. Eight community members attended and provided feedback through small group discussion, individual conversations, maps, exercises and completing a survey provided by the Clemson group. Using this feedback from the community, a Visioning Plan was created and brought back to the community for further review on October 13, 2015. Community suggestions were taken into account and the completed Visioning Plan was presented to the community on November 10, 2015.

### **Findings:**

The majority of Greater Sullivan is rated low for flood risk. Tributaries run along the western boundary of the neighborhood. The flood plain effects seven properties within the community, near the Guess Street and Ridge Street intersection. Greater Sullivan is located within the Greenville Sewer district and is within a small MS4 designation. This means the area must develop a program encouraging public education, outreach, and participation in documenting the local hydrologic system (see section 4).

Water drainage systems have room to improve. Overgrown and poorly maintained trees present a hazard to residents.

Roads within the neighborhood are poorly maintained. Many of the streets are narrow and offer little protection to pedestrians from automobiles. Sidewalks are generally in poor condition throughout the community and are often on only one side of the road or missing all together. The community has access to two bus routes. These routes do not run on Sunday and stop operating early in the evening, stifling the community's ability to be out at night and commute to work.

Greater Sullivan was one of the first suburban neighborhoods built in Greenville, South Carolina. In the past, the YWCA, Sullivan Center, and Juanita Butler Community Center, and local churches comprised the main community infrastructure. The character of the community has recently been changing due to external and internal forces. The YWCA building closed in 2014 and was demolished. The Juanita Butler Community Center no longer has the capacity to provide the services it once did, such as

computer access and after school programs. This change in character has eliminated a few of the community's main gathering areas and limited community socialization. New residents to Greater Sullivan are finding it hard to get involved and find common ground with the existing community.

Research found a few vacant properties within Greater Sullivan that offer opportunity for redevelopment and infill. Affordable housing is a high priority to community members who do not want to be priced out of their neighborhood. Community members want to encourage infill and redevelopment methods that complement the existing character of the community. There is a relatively high percentage of renter-occupied units, and these rent rates are in danger of rising and aiding in gentrification.

Greater Sullivan has great potential for economic development and growth. Dunbar Street has properties that could be redeveloped and repurposed into neighborhood scale retail and commercial uses. Augusta Walk presents a challenge for the community, as it will likely increase the tax

base within the community; however, it also provides opportunity to aid in the maintenance and potential redevelopment of the Juanita Butler Community Center. Community-supported agriculture is a great economic opportunity for the neighborhood.

**Conclusion:**

Greater Sullivan, as a community, is very stable. There is ample opportunity for affordable housing and infill within the community. The community has many economic development opportunities as well, such as community-supported agriculture and potential sites for neighborhood-scale retail and commercial uses. Greater Sullivan is already in close proximity to many of the residents' daily needs, with Augusta Street and Mills Avenue within walking distance. A grocery store is located nearby as well, with bus access on either side of the community. There is room for infrastructure improvements, however, as many of the storm drains are clogged and lighting is limited throughout the neighborhood. Many sidewalks and roads have been poorly maintained as well. If Greater Sullivan takes advantage of the present opportunities and addresses some

of these weaknesses, there is potential to become a thriving community in which residents feel safe and comfortable, with easy access to all of their needs. With proper design standards, this can be done in a way that will complement the existing character of the neighborhood. The main recommendation for the community is to begin collaboration with the City of Greenville and other players and take a collective action to accomplish their goals.

**Limitations:**

This Visioning Plan was based on ESRI and American Community Survey information rather than information gathered in original surveys by the Greater Sullivan Visioning Group. Information gathered from ESRI was generally of medium to low reliability. Additionally, some members of the community expressed a hesitation to participate in the visioning plan due to feeling community design guidelines were not sufficiently followed in a recent development.

## II. Historical and Cultural Aspects

### Introduction:

The Greater Sullivan neighborhood was one of the first suburban areas built in Greenville, South Carolina. The residential land uses were initially built due to the nearby Mill's Mill. The proximity of the neighborhood to Downtown Greenville led to the neighborhood's growth and prosperity around the end of the 19<sup>th</sup> Century. The city's wealthy residents built large homes along Augusta Road (U.S. 25). The surrounding area exhibited a mixture and variety of incomes. As the years passed and the wealthy families moved away, their former houses and land largely became commercial properties as Augusta Road transitioned Greenville's first suburban commercial corridor. The neighborhood has several cultural anchors including the Juanita Butler Community Center, local churches, and the Sullivan Center.

**Goal: Reopen the Juanita Butler Community Center with a full range of activities and programs.**

Objective 1: Offer senior-citizen programs to allow a greater sense of community with retirees.

Objective 2: Offer youth programs, such as afterschool care and summer day camps, to provide a safe place for youth to learn and communicate outside of school.

Objective 3: Renovate the Juanita Butler Center with modern technologies and more windows to promote education for all ages.

### Preexisting Conditions:

*Schooling:* The School District's Lifelong Learning Program run by Greenville County Schools. Once an elementary school, the center now provides GED programs for adults and lifelong learning programs. Contrary to its name, the current school fronts Wilkins St., although the original "colored school" called Sullivan Street School actually fronted Sullivan St. This older school was built in 1923. In 1954, the school district bought more land to expand and the current building on the site opened

the following year at a price of nearly \$350,000. Aerial photos suggest the older school was demolished between 1955 and 1965, and the concrete sidewalk from the road to the school's door still exists today. The school was desegregated in 1970 along with the entire district. The current school building was constructed by 1998 and renovated in 2009. African-American high school students in the neighborhood formerly attended Sterling High School in the nearby Sterling neighborhood. Sadly, this school burned down shortly before the school district was desegregated. It was never rebuilt since most of the students began attending the newly desegregated Greenville Senior High School (Greenville County Schools, 2015).

*Other Cultural Centers:* Two churches reside in the neighborhood: Long Branch and Mount Olive Baptist Churches. Long Branch, the larger of the two, has playgrounds and a Family Life Center/Gymnasium in which to host the community. The churches effectively bring the community together.

Figure II.1: The Old Sullivan Street School



*Source: Greenville County School District*

The 4,573 square foot Juanita Butler Community Center is run by the City of Greenville's Parks, Recreation, and Sustainability Department. The center was built in 1974 along with other community centers across the city constructed around the same time. Within its walls, many programs are offered. The Greater

Sullivan Neighborhood Association Bike Club, game center, and office space for the Department's Athletics Division are many of the building's features. Outside, two basketball courts (one covered and one uncovered), a baseball field, and a playground provide recreational activities to the neighborhood's residents. The baseball field is used for the City's Youth Baseball League (City of Greenville Parks, Recreation, and Sustainability Department, 2015).

Figure II.2: The sign of the Juanita Butler Community Center



*Source: Clemson MCRP Students*

Unfortunately, the community center does not offer as many activities and programs as it did in the past. Between 2010 and 2011, the city started cutting back on programs, such as a teen program, a running fitness program and a book club, due to costs and lack of enrollment.

Along Augusta Road, the Young Women's Christian Association's (YWCA) building once stood for many decades until it closed and sold its property in November 2014 to a local residential developer. The YWCA once offered recreational facilities, including a pool, not only available to the neighborhood's women, but also open to the entire city. The building was demolished. A new residential development, known as Augusta Walk, will include luxury homes. This development was met with much push-back from the neighborhood; the first plans were viewed by residents as not adequately relating to the neighborhood. The plans were changed to improve interaction and to better conform to the neighborhood design guidelines (City of Greenville Planning and Development, 2011).

**Community Feedback:**

*Community Center:* The residents of the Greater Sullivan community have expressed an interest in initiating public meetings between their neighborhood association and the City of Greenville to discuss the possibility of reopening the Juanita Butler Community Center. They would like the Center to offer the same programs as available at some of the other community centers within the city, and would like to restore the Center to its former level of activity and availability to the community. Through surveys and one-on-one discussions, it was learned that there is a shared interest to have both youth and senior activities within the community center. A staffed, operational community center will lead to greater community harmony, safety, and education for neighborhood children and grandchildren.

Community residents expressed interest in classes that will teach neighborhood youth skills needed in life and in school. Specifically, the community asked for the return of a computer lab to the community center. Before Juanita Butler closed, it provided many computers that children and adults could use to access the Internet and complete homework. For senior

activities, the community expressed interest in craft and exercise classes, such as yoga.

The community has also said that before many of the community center's activities stopped, there were enough eyes upon the baseball field and the basketball courts to keep their children safe from crime and other unsavory activities. With the reduction of staff at the Juanita Butler Community Center, children and their parents feel less safe to play sports on the baseball field and the basketball courts. The community believes the reopening of the community center will bring eyes back to the sports areas and will make the area feel safe once again.



Figure II.3: Room where activities can be conducted



*Source: Clemson MCRP Students*

**Action Plan:**

*Community Center:* The residents call for the reopening of the Juanita Butler Community Center to the public to fulfill the needs of the Greater Sullivan neighborhood. The city runs many programs through its other community centers that could be offered at the Juanita Butler Community Center.

One of these programs is an afterschool program for neighborhood children. This program provides a free hot meal, tutoring for their homework, and physical fitness activities on their playgrounds, basketball courts, and baseball fields. These programs at other community centers provide a safe environment for children and allow for educational fulfillment outside of the classroom. This program could be offered at Juanita Butler to provide the same benefits to the Greater Sullivan neighborhood children.

The City of Greenville also provides summer day camps, which could be offered at the Juanita Butler Community Center. The summer camp program provides parents a safe environment for their children, in which they are provided lunch, physical fitness activities, and learning experiences. This allows parents to have the peace of mind that their children are safe and are in a beneficial environment during the summer school break while parents are working.

Other activities at the City of Greenville's other community centers that could be offered at Juanita Butler are game nights, yoga, and other fitness classes. These would largely fulfill the

aim of the Greater Sullivan community to have resident-oriented activities within the community center. The City also offers a senior program at the David Hellams Community Center in the Greenline-Spartanburg community in Greenville. This is administered only in this center. Senior-citizens in the Greater Sullivan community are welcome to join the senior program, and the City will provide free transportation to and from the David Hellams Community Center back to the senior's residence.

If the City of Greenville does bring back programs into the Juanita Butler Community Center right away, this may be due to the building needing significant renovation. Juanita Butler Community Center has not received a major update since its construction in 1974. Many aspects of the community center could need updating: new flooring, windows, restrooms, and the kitchen may all be in need of expensive repair. In recent years, the City of Greenville has renovated another community center and completed minor repairs to a second building within the city limits: David Hellams Community Center and the Sears Recreational Center, which is located within McPherson Park.

The rendering depicted in Figure II.2, illustrates a facelift given to the David Hellams Community Center, which is the most recently updated community center in the City of Greenville. This is a possible way to similarly renovate the Juanita Butler Community Center to provide a much-needed update for the Greater Sullivan Neighborhood and its residents.

Figure II.4: Existing Juanita Butler Community Center



*Source: Clemson MRCP Students*

Figure II.5: David Hellams Community Center, Greenline-Spartanburg Community



*Source: Melloul Blamey Construction*

### **III. Greater Sullivan Neighborhood Housing**

#### **Introduction:**

Housing characteristics are essential to understanding the health and dynamics of a neighborhood. In particular, it is important to recognize whether local housing development and policy is appropriate for ensuring the stability and preservation of existing residents, as well as providing opportunity for new residents to move into the neighborhood. Likewise, it is important that the

existing and future housing stock remain consistent with the scale and character of the neighborhood.

One method of considering housing characteristics is to analyze the number of renter-occupied and homeowner-occupied housing units. Another way to understand this is to consider whether the housing stock is affordable for those currently living in the neighborhood. Maintaining affordable and properly scaled housing for a variety of family sizes and income levels is important to prevent involuntary displacement as the neighborhood grows. Local leadership, such as neighborhood organizations and local government, must be sensitive to neighborhood change. Leaders who embrace collaboration and participation among residents and encourage public-private partnerships are better able to promote novel opportunities for neighborhood preservation. Lastly, neighborhood programming to provide homeownership training, job training, educational accessibility, and counseling could be incorporated into the overall structure of a neighborhood to promote neighborhood vibrancy.

**Goal: Promote the development of affordable rental and owner-occupied housing that encourages homeownership.**

Objective 1: Integrate surrounding neighborhood housing opportunities.

Objective 2: Understand and utilize Greenville's neighborhood-based program opportunities.

**Goal: Promote infill housing development that is compatible with the surrounding neighborhood scale.**

Objective 1: Identify lots that have potential for redevelopment.

Objective 2: Maintain existing housing and promote future infill housing development that is consistent with the City of Greenville and Greenville County's zoning ordinances, master plans and design guidelines.

**Preexisting Conditions:**

*Neighborhood Profile:* The Greater Sullivan neighborhood in Greenville, SC exhibits a variety of residential land uses and housing stock. With a classification of predominantly low-density residential land uses in much of the neighborhood, a combination of both multi-family and single-family housing supports the occupancy of both renters and homeowners. Furthermore, the housing policy in the neighborhood is consistent with both the City of Greenville and Greenville

County's zoning legislation, which ensures the preservation and construction of low-medium residential housing density. Maintaining this structure and policy of the neighborhood is crucial for preserving the historic character and scale of the neighborhood.

Although the neighborhood offers an attractive variety of housing options, many of these homes have been neglected over time. Some former residents have moved out of the neighborhood as a result of this housing deterioration and vacancy, along with adjacent neighborhood development, and more recently, rising property values. This change is reflected in the statistics available from the *2009-2013 U.S. Census 5 year-Estimates* and *ESRI Business Analyst Online 2014* which explain that homeownership has become less than 50% of the total occupied units (approximately 44.2%), and the occupied rental housing has grown to 55.8%. This statistic reflects a shift from home ownership to home rental in the neighborhood. This data also shows the total neighborhood population has decreased from 792 to 576 between 2008 and 2012, and the neighborhood housing units have decreased from 413 in 2000 to 329 in 2010 (*2010 Census, 2009-2013 ACS*). Similar information from the

*2009-2013 ACS and 2010 Census* data shows the City population increasing from roughly 58,000 to 60,000 and the number of housing units growing slightly from 29,134 in 2009 to 29,678 in 2013. Along with this, several residents are aging within Greater Sullivan and may require assistance with financial and health services, property maintenance, counseling and accessibility. While the *2010 Census* data records a median neighborhood age of 41 years, roughly 31.3% of the existing residents in the neighborhood are between the ages of 45 and 65 years of age, whereas the City median age is 34 years (*2010 Census*). Incorporating a variety of social services into existing neighborhood structure and local housing policy will help support residents and ensure neighborhood stability.

The *2010 Census* and *2009-2013 ACS* data reports the neighborhood housing vacancy as 24.3%, the 2015 average home value to be \$110,321 and the average household income to be around \$29,761. Comparatively, the City of Greenville's 2013 mean household income was \$69,300 (*2010 Census, 2009-2013 ACS*). Understanding these financial and physical limitations of the neighborhood in relation to the surrounding city brings attention to several circumstances that contribute to

the neighborhood displacement and rising housing vacancy occurring within the Greater Sullivan Neighborhood.

Overall, understanding the spatial patterns and trends of housing, as well as the limitations of the local housing policy and supportive services within the neighborhood, will help in guiding place-based action that effectively serves the existing residents and promotes homeownership. Before offering recommendations for establishing or promoting particular strategies, however, it is important to understand the specific characteristics and structure of the neighborhood.

*Single-Family and Multi-Family Housing:* According to the Greenville County *Code of Ordinances* and the City of Greenville *Code of Ordinances* and *Neighborhood Plans*, most of the Greater Sullivan Neighborhood is zoned a RM-1 Residential District which supports low-medium density single-family detached, single-family attached, and multi-family housing at no more than ten units per acre. Several religious and educational institutions are also supported by this zoning within the neighborhood, and relate to existing developments such as the Long Branch Baptist Church on Bolt Street, The Juanita

Butler Community Center located on Burns Street, and the Sullivan Center on Wilkins Street. Furthermore, Habitat for Humanity, a non-profit organization, owns properties in the neighborhood which can be developed including properties of single-family homes on Burns Circle and Sullivan Street. These properties are currently zoned RM-1.5 and RM-2, which supports similar housing types as RM-1, but allows for 15 to 20 units an acre. Specifically, the Habitat for Humanity property on Sullivan Street is sponsored by the Long Branch Baptist Church, which recognizes existing neighborhood programming and partnership opportunities within Greater Sullivan. The collaboration of non-profit organizations to promote affordable housing is a unique opportunity for the neighborhood.

The southern portion of the neighborhood near Guess Street and primarily in Greenville County is zoned RM-7.5, which allows for similar housing characteristics already mentioned, but allows for up to 5.8 units per acre, with a maximum of 7,500 square foot per unit (*Greenville County Zoning Classifications*). This land use zone is represented on the *Greater Sullivan Zoning Map*. This classification provides for more flexibility when it

comes to future development while remaining consistent to both the scale of the neighborhood and to existing zoning regulations.

The variety of housing stock in Greater Sullivan, as illustrated in *Figures III.1* and *III.2*, promotes the neighborhood as a mixed-income community where renters live in the same vicinity as single-family homeowners. Some examples of the dynamic housing found in the neighborhood range from one-two story homes, to duplexes and apartments. The majority of single-family housing appears to be located closer to the center of the neighborhood, primarily along Ladson and Elm Streets. Several multi-family units are located on the periphery and adjacent to the major neighborhood gateways, especially along Otis and Burns Streets. This transition from lower-intensity development within the inner neighborhood to higher-intensity development along the main streets surrounding the neighborhood is evident in the *Greenville Neighborhood Maps*. This same transition can also be observed on the *Greater Sullivan Zoning Map*, which shows the Office District (OD) and Commercial (C-1/C-2) designations located along the periphery, which helps establish a buffer for the housing near the center.



Figure III.1: Single-Family Housing



Source: Clemson MCRP Students

Figure III.2: Multi-Family Residential



Source: Clemson MCRP Students

*Housing Variety:* The housing units within the Greater Sullivan Neighborhood vary and are predominantly small bungalows and shotgun-style houses. While several of the homes were built during the 1950's (approximately 20.1% according to the 2009-2013 Census data), these homes utilize specific building materials and styles that are consistent with the historic identity and character of the surrounding community. Some of the prominent elements observed and mentioned in the *Greater Sullivan Design Guidelines* are front and side porches, awnings, staircases, windows, and chimneys. The neighborhood also exhibits an inventory of on-site housing rehabilitation and new construction that frequently occurs alongside existing residential units, as represented in *Figure III.3*. Several lots within the neighborhood are vacant, as shown in the *Greater Sullivan Vacant Lots Map*, especially along Wilkins, Trotter, and Sullivan Streets. These vacant lots tend to become places where trash pile-ups and uncontrolled plant growth are a common occurrence, as shown in *Figure III.4*. Although currently detrimental to the neighborhood, these vacant lots represent the future potential for infill housing. This, in turn, provides the neighborhood with an opportunity to discover creative ways for promoting redevelopment and affordable housing.

Figure III.3: New Housing along Sullivan Street



*Source: Clemson MCRP Students*

Figure III.4: Vacant lot on Burns Street



*Source: Clemson MCRP Students*

The character of housing in the neighborhood is accentuated through the use of similar building and design materials. Some of the most consistent materials mentioned in the *Greenville Design Guidelines* are red brick and vinyl siding. These materials, along with respect for existing scale and density of the housing units, provide an underlying sense of neighborhood unity. A variety of roof pitches and roofing materials are seen throughout the neighborhood, which helps to promote more variety and contrast for the area. *Figure III.5* shows an example of a home that illustrates this pleasing unity and variety.

Figure III.5: Roofing Contrast



*Source: Clemson MCRP Students*



Lot sizes and housing configuration in the Greater Sullivan Neighborhood vary depending on which street the units are located. For example, the *Greater Sullivan Zoning Map* shows several of the properties located within the RM-1 District are much smaller and therefore support less development, while properties in Greenville County's RM-7.5 District are much larger and support more housing units. Some of the constraints which seem to promote contrasting lot sizes are related to the existing one way streets and looping road system, as well as the natural changes in elevation along Elm Street, for example. While no one standard lot size is maintained within the majority of the neighborhood, the *Greater Sullivan Design Guidelines* supports a reasonably acceptable standard of 15' setbacks with 8'-10' driveways to maintain consistency. The current overall configuration of housing in relationship to the street promotes a sense of community and identity for the neighborhood.

### **Community Feedback:**

In order to develop a plan to help preserve and revitalize the neighborhood, it was important for the Visioning Team to meet with residents to understand and support their concerns, neighborhood structure and existing amenities. By engaging

residents during regular neighborhood meetings, the Visioning Team was able to gather the necessary information to establish a working framework to support neighborhood revitalization.

The most common concerns and recommendations by the residents were to provide more affordable housing within the neighborhood, to keep housing development compatible with the surrounding neighborhood scale (predominantly low-medium density), and to promote homeownership. These recommendations came from the collective concern about displacement in Greater Sullivan. This concern has been raised in response to newer, adjacent developments in the Green Avenue mixed-income community and the future Augusta Walk townhomes. One resident expressed a particular concern about rising property values caused by these developments, and explained how the existing residents needed to be protected in order to prevent further displacement of the neighborhood. One of the best ways to do this is to promote homeownership within the neighborhood to preserve existing properties and promote neighborhood pride. Some renters at the meeting expressed dissatisfaction with some homeowners' lack of property maintenance, promoting homeownership would also help

maintain the physical appearance and stability of neighborhood homes. Developing a sense of community ownership would help Greater Sullivan residents realize a stronger influence over how their neighborhood is developed in the future.

Residents felt it was important that any housing infill should be both affordable and compatible with the scale and residential character of the surrounding built environment. One resident, in particular, mentioned the need for new housing in the neighborhood that looks similar to the housing found in the Green Avenue Neighborhood. The referenced housing is low-density, affordable housing constructed in an area that had previously experienced similar issues of displacement, crime, and housing deterioration. The Green Avenue neighborhood revitalization represents a strategy that successfully initiated a strong partnership and utilized grant funding to bring about neighborhood revitalization. Having been implemented adjacent to the Greater Sullivan Neighborhood, the Green Avenue neighborhood revitalization has prompted interest by residents to promote similar housing strategies and place-making opportunities in Greater Sullivan.

From this community feedback, the Visioning Team was able to collaborate and come up with strategies that would promote a plan to embrace the existing neighborhood character and residents, as well as offer suggestions for how to move forward. The Action Plan recommends engaging residents and the Greater Sullivan Neighborhood Association in programs and opportunities supported by the City and County.

**Action Plan:**

*Infill Housing and Neighborhood Scale:* In order to promote the development of affordable housing that is consistent with the surrounding neighborhood scale, it is important to acknowledge the many successful local strategies for neighborhood revitalization and identifying vacant lots for appropriate infill housing. In particular, the *Green Avenue Neighborhood Revitalization Strategy* is an example of how a once deteriorating and high-crime neighborhood was redeveloped into a vibrant mixed-income community that provides affordable housing for low-income families while promoting a positive neighborhood image. The *Executive Summary* of the strategy explains how a total of 71 affordable for-sale housing units and 11 affordable rental housing units were constructed for

this redevelopment (*Green Avenue Neighborhood Revitalization Strategy*, p. 7). Today, the *Green Avenue Neighborhood Revitalization Strategy* is utilized as a model for positive neighborhood change within the City of Greenville.

The reason this effort was so successful was the strong public-private partnership between the City and the developer to reach out to the community's residents to recognize and address their concerns. By reaching out to the existing neighborhood groups and speaking with residents, a sense of trust and understanding prompted collaboration. On the financial side, funding from Community Development Block Grant (CDBG), HOME, and the State Housing Trust Fund allowed for this redevelopment to become a reality. Collaboration and investment by several non-profit groups such as Greenville Housing Futures provided necessary financial subsidies to help residents afford these new housing units. Important job training and housing programs helped residents understand the responsibilities of housing maintenance and financing to better transition from rental housing to homeownership. This counseling and homeownership training allowed residents to anticipate

neighborhood change and temporary displacement in order to help them eventually return to the neighborhood.

The *Green Avenue Neighborhood Revitalization Strategy* is one example of a successful strategy that could be applied to the Greater Sullivan Neighborhood. This type of collaboration requires engagement from residents, city officials, and other stakeholders, along with an interest in promoting public-private partnerships to encourage investment and leverage funding through neighborhood implementation grants. The first step, however, is engaging and collaborating with one another to develop an interest and address particular concerns threatening the vitality of the neighborhood.

The Greater Sullivan Neighborhood has already started promoting this sort of collaboration and has strong potential to leverage more investment in the future. For example, Long Branch Baptist Church has invested in the community by sponsoring a new housing development on Sullivan Street. This housing is being constructed by Habitat for Humanity and has already garnered public support and pride from the surrounding community. The housing development is in scale with the

surrounding neighborhood, and promotes homeownership through a no-interest 20-30 year mortgage for the new owner. With more collaboration among similar groups, support for both affordable rental and owner-occupied housing is possible.

Neighborhood revitalization can be led by the Greater Sullivan Neighborhood. This organization is important for providing a direct line of communication between the local residents, community development organizations, and city officials to establish an effective dialog about neighborhood concerns and available resources.

As far as identifying particular areas for appropriating affordable infill housing, the *Greater Sullivan Vacant Lots Map* shows where the opportunities are located within the existing RM-1 zoning district. As identified by the *City of Greenville Code of Ordinances*, this classification supports the development of up to ten units on site in the form of low-density single-family townhomes, duplexes, detached, attached and multi-family housing. Zoned the same as several units in the Green Avenue Neighborhood, infill housing in the form of rental properties and owner-occupied units in Greater Sullivan could utilize similar

programing and financing as explained in the *Green Avenue Neighborhood Revitalization Strategy*.

*Neighborhood Revitalization Strategy:* The City of Greenville supports a variety of programs to foster job and homeownership training, youth engagement, educational attainment opportunities and other social services for Special Emphasis Neighborhoods. The Special Emphasis Neighborhoods have been identified by the City as, "...characterized by higher concentrations of low-to-moderate income households with over 51% of the household earning less than 80% of the area median income," (*City of Greenville: Connections for Sustainability Webpage*). Supportive services can only be utilized effectively if residents are aware of and willing to utilize these resources. Having an established neighborhood organization that is able to engage with city officials enhances the efficacy of supportive services by making residents aware of new or existing programs, which could be of some benefit for their community.

Identified as one of these 13 Special Emphasis Neighborhoods, the Greater Sullivan Neighborhood has at its disposal several established place-based programs to help residents live a better

life. One program of particular interest in helping to promote homeownership is the KEY Program. This program trains residents transitioning or initially becoming homeowners to recognize and address issues of credit, homeownership responsibilities, and obtaining a loan. The program helps residents develop money management strategies. One homeownership program that could be of assistance to residents in Greater Sullivan is the New Homeownership Program offered by Community Works Carolina, which provides new homebuyers with down payment assistance in a neighborhood experiencing new housing construction.

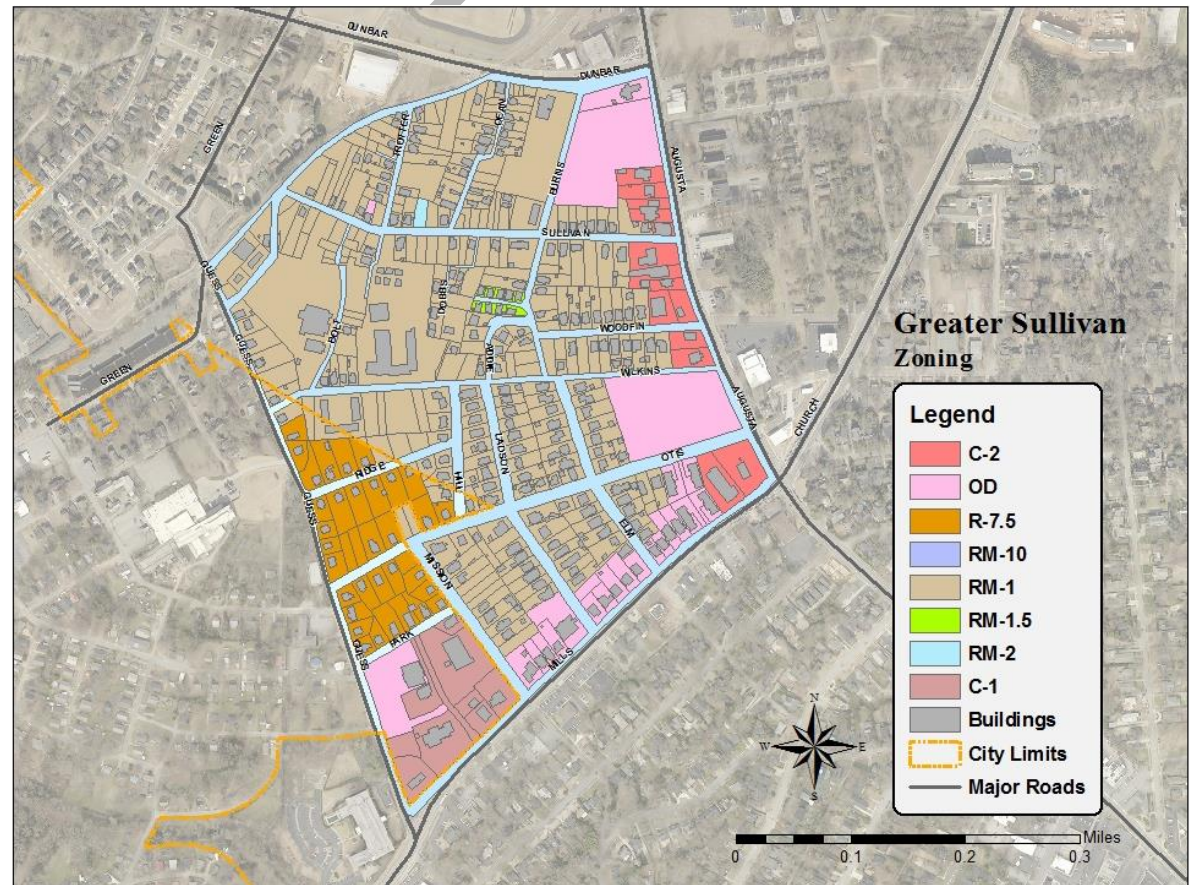
To maintain affordable housing within the neighborhood, residents could utilize one of the homeowner rehabilitation programs. In Greenville County, the Owner-Occupied Repair Program offered by the Greenville County Redevelopment Authority (GCRA) provides low-interest loans to qualifying homeowners to help with home maintenance costs. The City of Greenville offers a number of similar services under their Homeowner Rehabilitation Program, one of which includes the Community Improvement Program (CIP), which can provide up to a \$24,500 loan for qualified homeowners for home

maintenance. Both programs offer homeowners with an affordable loan or grant that allows them to make the necessary repairs to their home without incurring an unsustainable financial burden. This helps to foster a better living environment for residents and for their families, helps protect personal financial investments, and preserves social support networks in the neighborhood. These and other programs are available to help residents maintain their homes and make educated decisions about available options should they decide to relocate.

The City of Greenville partners with the County (GCRA) and United Way to offer Grant Assistance Partnership (GAP) funding to each Special Emphasis Neighborhood. GAP funding provides up to \$2,500/year to implement resident-led, place-based neighborhood improvements. These improvements can include a range of activities, from engaging youth to documenting neighborhood history. These investments can become catalysts for neighborhood revitalization as they bring together neighbors to implement a shared idea. Funding is available every year, and applications are usually submitted in the spring/early summer.

While this vision provides a list of beneficial neighborhood funding and programming opportunities for the Greater Sullivan Neighborhood, vibrancy is best promoted with engagement and collaboration among city leaders, neighborhood groups and neighborhood residents. It is up to city leaders to engage with the residents in order to help network and leverage public-private partnerships that will help them with homeownership and financial assistance. It is up to the neighborhood organizations to be the voice of the residents and to seek out assistance by being engaged with local officials, as well as being keen and open to new opportunities. Finally, it is up to the existing residents to speak out and engage with their neighbors and neighborhood leaders to address important issues, and work together to implement strategies on a local level. This collaboration will help bring about the revitalization and preservation the residents of the Greater Sullivan Neighborhood anticipate and desire.

Figure III.6: Greater Sullivan Classification  
Source: City of Greenville, ESRI



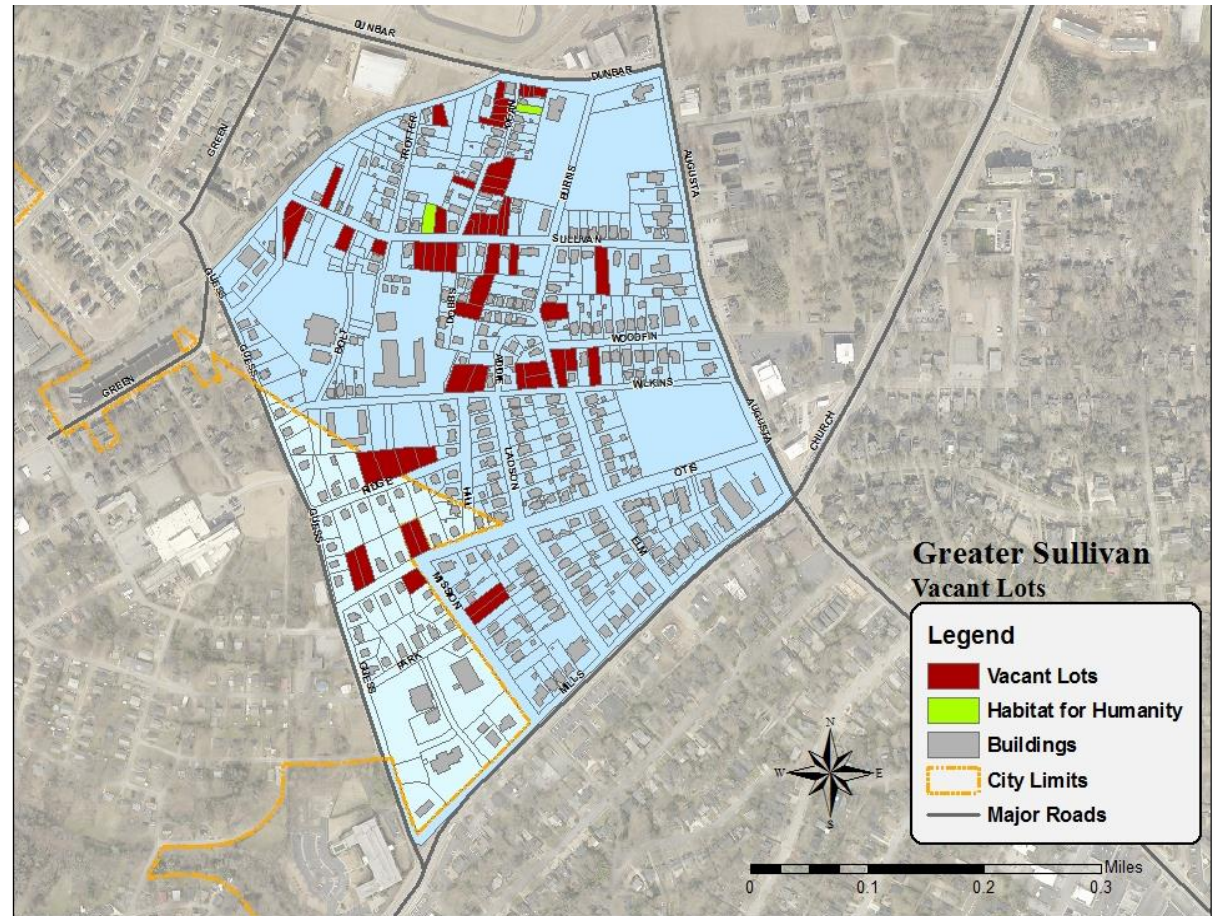


## IV. Population and Economic Development

### Introduction:

Economic development boosts growth and promotes the social well-being of people. The City of Greenville is experiencing rapid growth in some areas, especially in the downtown, and some neighborhoods are experiencing unprecedented change.

Figure III.7: Greater Sullivan Vacant Lots



Source: City of Greenville, ESRI

**Goal: Outline a neighborhood economic development strategy that balances development plans with preservation of existing neighborhood character.**

Objective 1: Research existing resources to help low-income residents best respond to gentrification.

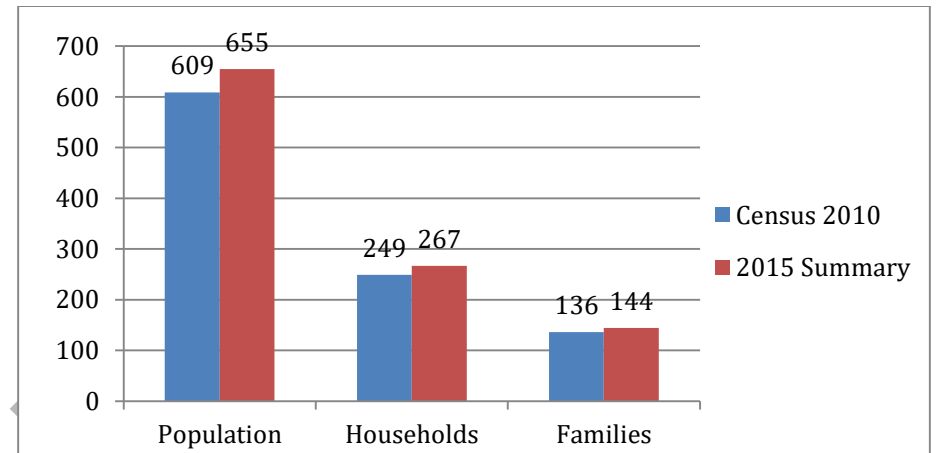
Objective 2: Explore opportunities to improve neighborhood sustainability.

Objective 3: Research best practices for balancing development and neighborhood preservation.

### Preexisting Conditions:

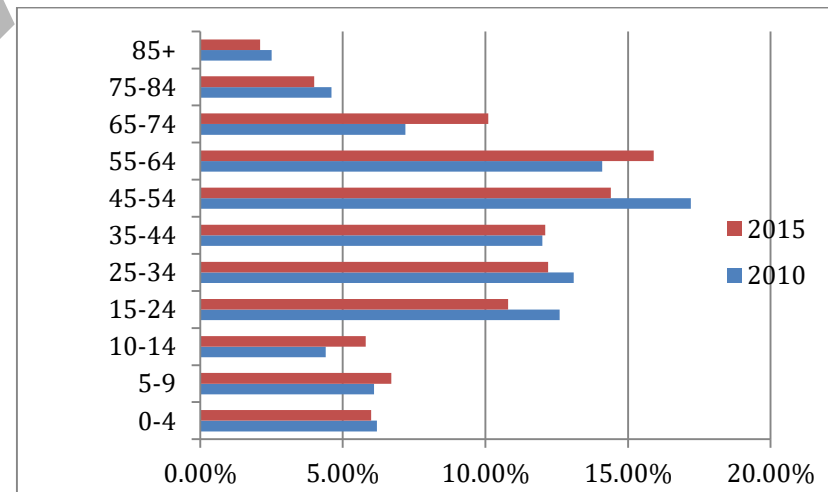
The Greater Sullivan Neighborhood is one of the older neighborhoods in Greenville. It is bordered by Augusta Street, which has strong potential for economic development. It is located within walking distance from downtown, Fluor Field, and the Central Business District, which makes it an attractive place to live. The median age of the population is 41 and the majority of the population (77.9%) is African-American. The population of the neighborhood is growing, as shown in Table IV.1: Forecasted Population of the Neighborhood.

Figure IV.1: Forecasted Population of the Neighborhood



Source: ESRI Demographic and Income Comparison Profile

Figure IV.2: Population by Age



Source: ESRI Community Profile



Table IV.1: Population by Age

Population by age	2010	2015
Total	609	655
0-4	6.20%	6.00%
5-9	6.10%	6.70%
10-14	4.40%	5.80%
15-24	12.60%	10.80%
25-34	13.10%	12.20%
35-44	12%	12.10%
45-54	17.20%	14.40%
55-64	14.10%	15.90%
65-74	7.20%	10.10%
75-84	4.60%	4.00%
85+	2.50%	2.10%
18+	79.80%	79.20%

Source: ESRI Community Profile

Table IV.1: Population by Age shows that 1/3 of the population is close to or older than retirement-age.

Table IV.2: Household Income

2015 Households by Income	Number	Percent
<\$15,000	120	45%
\$15,000 - \$24,999	48	18%
\$25,000 - \$34,999	27	10%
\$35,000 - \$49,999	26	10%
\$50,000 - \$74,999	19	7%
\$75,000 - \$99,999	6	2%
\$100,000 - \$149,999	19	7%
\$150,000 - \$199,999	1	0%
\$200,000+	0	0%

Source: ESRI Demographic and Income Comparison Profile

*Households by Income:* The majority of household incomes are below the federal poverty level and may be eligible for different assistance programs.

*Employment:* According to Greater Sullivan ESRI information from 2015, 87.1% of the civilian population age 16+ was employed and 12.9% unemployed (compared to the 6.6% average unemployment rate in South Carolina (Bureau of Labor Statistics). Table IV.3 below shows services and manufacturing to be the most popular industries employing people from the neighborhood.

Table IV.3: Employed Population 16+ by Industry

<b>2015 Employed Population 16+ by Industry</b>	
<b>Total: 237</b>	
Agriculture/Mining	0.00%
Construction	4.20%
Manufacturing	16.50%
Wholesale Trade	0.40%
Retail Trade	5.90%
Transportation/Utilities	10.10%
Information	2.50%
Finance/Insurance/Real Estate	5.50%
Services	52.70%
Public Administration	2.10%

*Source: ESRI Demographic and Income Comparison Profile*

*Existing Programs:* The City of Greenville, the United Way of Greenville County, and the Greenville County Redevelopment Authority (GCRA) have partnered to provide resources to empower residents, with the goal of enhancing and improving communities. These include the Grant Assistance Partnership, Greenville Dreams and the Grassroots Leadership Development Program (City of Greenville web site). Contact the City of Greenville Community Development office to learn more about many more programs and resources available, 863 467-4570.

Sunbelt Human Advancement Resources (SHARE) offers the LADDER program to City residents who wish to:

- Increase Earnings
- Establish Self-Sufficiency
- Further Basic Education Skills
- Acquire Job Skills Training
- Obtain Job Placement Assistance

Program eligibility:

- Must be earning less than 80% of County of Greenville median income (\$45,750 for a family of 4);
- Must be 18 years old or older;

- Must be residing within the County limits of Greenville.

*Changes in the Neighborhood:*

The largest age group (>15%) is 45-54 year-olds and the second largest group is 55-64 year-olds (14%), which together totals almost 30 percent of the neighborhood population. The community meetings seemed to suggest that this demographic prefers slower, more incremental change; however, the rapid development of downtown Greenville suggests that the neighborhood might eventually face some significant changes.

According to 2010 Census data, 56% of the housing units in the community are renter-occupied. Changes in the neighborhood are reported to be affecting rental rates already, prompting some families to relocate.

Most of Greater Sullivan's households are third and fourth-generation Greenville residents. In coming years the community may see an influx of new people relocating to the community. The former YWCA site along Augusta Road is being developed into 24 single-family homes. This development may raise surrounding housing prices and has the potential to create tension

in the community. According to personal interviews, residents were opposed to the development for these reasons:

- It was not in line with the existing design guidelines
- The development will face Augusta Street and community members do not feel that it fits the existing character of the neighborhood.
- The goal of the development for the City of Greenville was to increase the tax base. The development will affect the price of property in the neighborhood and therefore property taxes for existing properties.

Figure IV.3: Augusta Walk Development



*Source: Clemson MCRP Students*

Another proposed development in the neighborhood is an assisted living facility for seniors. The proposal includes housing, along with facilities that promote a sense of community, such as a coffee shop and restaurant.

*Community Garden:* Mill Village Farms (MVF) is a local not-for-profit organization that runs a farm in the neighborhood. Built in October 2012, this farm is located at 28 Bolt Street and within Long Branch Baptist Church's Unity Park. The farm also belongs to the church and includes a solar-powered greenhouse, which supports an aquaponic system that simultaneously raises fish while growing fresh produce. The solar-powered greenhouse operates all year long. MVF also provides local youth, aged 14-18, with a first-time job experience in sustainable agriculture and entrepreneurship while building basic job skills (MVF web site). This fall the program worked with the assistance of 10 teenagers. Mill Village Farms operates a mobile market that sells the fresh, local produce grown on the farm, MVF partners with other farms within the city to meet the great demand for local produce within the Greenville area. This year, Clemson University Architecture

students finished building a commercial-grade kitchen next to the farm. The funds to build this kitchen were provided through Clemson University. The kitchen will be available to local food entrepreneurs interested in expanding their business, and will be utilized to offer educational classes about healthy food preparation.

Figure IV.4: Solar-Powered Greenhouse Inside



*Source: Clemson MCRP Students*

Figure IV.5: MVF Mobile Market





*Source: Clemson MCRP Students*

Figure IV.6: Clemson Architecture Kitchen Construction



*Source: Clemson MCRP Students*

### **Community Feedback:**

During Visioning Team meetings, community members indicated they would like to see small, local businesses in the neighborhood; particularly along Dunbar Street. Greater Sullivan used to have a small neighborhood grocery store which was heavily frequented. The neighborhood would like to have better access to affordable, healthy groceries. The neighborhood is also interested in job training and employment opportunities, a need that may be met as the potential for redevelopment along the Augusta Road commercial corridor is realized.

Figure IV.7: Business on Augusta Street



*Source: Clemson MCRP Students*

Figure IV.8: Business on Augusta Street



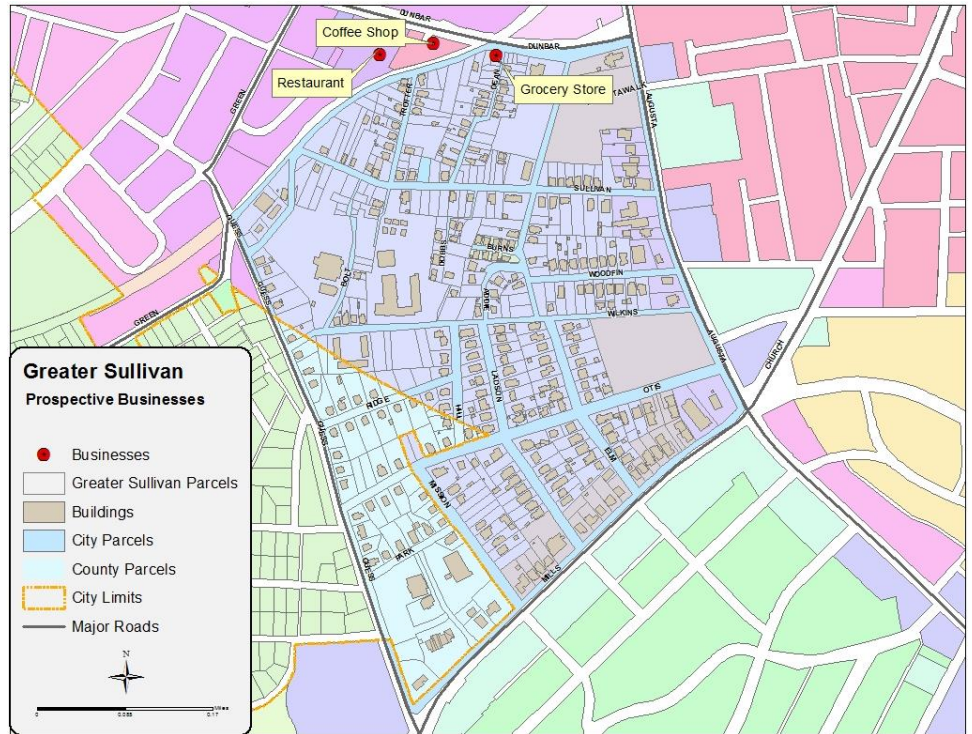
*Source: Clemson MCRP Students*

Figure IV.9: Business on Augusta Street



*Source: Clemson MCRP Students*

Figure IV.10: Potential Prospective Businesses



*Source: City of Greenville, ESRI*

**Action Plan:**

In order to be sustainable and viable, community leaders should take collective action to help the neighborhood to meet its goals. City and county officials can support communities in their quest towards growth and well-being. The Visioning Team analyzed economic development opportunities while taking into account community input.

*Community Center:* One of the main concerns of the neighborhood was that the community center is no longer a hub for the neighborhood and lacks programming for seniors and youth in the neighborhood. With the community center primarily supplying office space, the neighborhood lacks a strong central gathering space for the community. The Vision Team recommends that local community and city leaders look into the possibilities for redeveloping the community center, which could provide opportunities for economic development and job training.

*New Businesses:* Within Greater Sullivan, there are several local entrepreneurs willing to invest time and money into opening small businesses. The Visioning Team found that the areas along

Dunbar Street provide the best opportunity for them to do so. With businesses locating near this neighborhood, residents could find opportunity to work close to home, and boost the economic prosperity of the area. As illustrated on the preceding page by the Prospective Businesses Map, the Vision Team found that smaller businesses, such as a small grocery or coffee shop, could initiate further economic growth.

*Local Farm:* While the MVF is unable to meet the demand of the neighborhood for fresh produce, they do have the drive, resources and human capacity to expand their activities. It would be beneficial for MVF to expand the farm. The piece of land adjacent to the farm belongs to a private owner. Since Long Branch Baptist Church was unable to acquire this property, the Visioning Team recommends that MVF considers working with the City and County to identify alternatives.

During the conversation with one of the MVF leaders, the Visioning Team asked what they thought about the possibility of starting a community supported agriculture project (i.e. packing fresh produce in boxes and selling the product to the people in the community). MVF indicates they have tried this business model

in the past; however, it did not succeed. Due to time limitations and resources, the project was unable to continue. However, this may represent an opportunity for the neighborhood to investigate starting similar projects.

To support these programs and promote more potential strategies, a commercial kitchen is being built within the community. The kitchen itself could also be a community building facility and income source for food-based entrepreneurs. MVF is exploring the possibility of renting the kitchen to neighborhood residents who want to provide cooking classes.

To help maximize the utility and benefit of the new kitchen, the neighborhood could collaborate with MVF to contact state organizations, such as the South Carolina Department of Agriculture, and find opportunities for funding and support.

## **V. Transportation**

### **Introduction:**

Transportation is about accessibility. Residents living within a community have places they need to go throughout the day. It is

important to provide various methods so residents can get to these destinations. Methods include the automobile, walking, biking, and public transportation.

This chapter focuses on existing transportation opportunities available to residents within the Greater Sullivan community, and proposes steps that could be considered to create an environment that allows residents to easily access all of their daily needs.

**Goal: Improve physical infrastructure within Greater Sullivan**

Objective: Add new sidewalks where necessary and repair damaged sidewalks.

Objective: Widen narrow sidewalks where necessary.

Objective: Provide street lighting upgrades throughout the neighborhood and make sure enough lighting is provided.

Objective: Work with the city, county, or state (depending on ownership) to repair uneven street paving.



**Goal: Increase accessibility to the community's daily needs**

Objective: Extend the operating hours of the public transit system, Greenlink.

Objective: Encourage implementation of a bicycle network within and around Greater Sullivan.

**Existing Conditions:**

*Streets and Paving:* Greater Sullivan is characterized by relatively narrow streets. Many are too narrow for on-street parking. A few streets, such as Bolt St. and Dobbs St., are no more than twelve feet wide (Greater Sullivan Neighborhood Design Guidelines, 2011). The streets have been paved over in an inconsistent manner and portions of the road are thicker than others. This has created a large dip between many of the roads and the curb. While touring the community, residents complained about “the hump,” which has formed at the intersection of Elm and Otis Streets. It is notorious for jarring their cars and disturbing their driving experience (Personal communication, August 25, 2015).

Figure V.1: Quality of pavement on several streets.



*Source: Clemson MCRP Students*

Figure V.2: “The Hump”



*Source: Clemson MCRP Students*

*Road Ownership:* Greater Sullivan consists primarily of city-owned roads. Park Street is the only county-owned road in the community according to City of Greenville’s Street Finder (2015). Greater Sullivan’s neighborhood boundaries are state-owned streets, with the exception of the railroad in the northwest corner. There are no private roads located within Greater Sullivan (Street Finder, 2015).

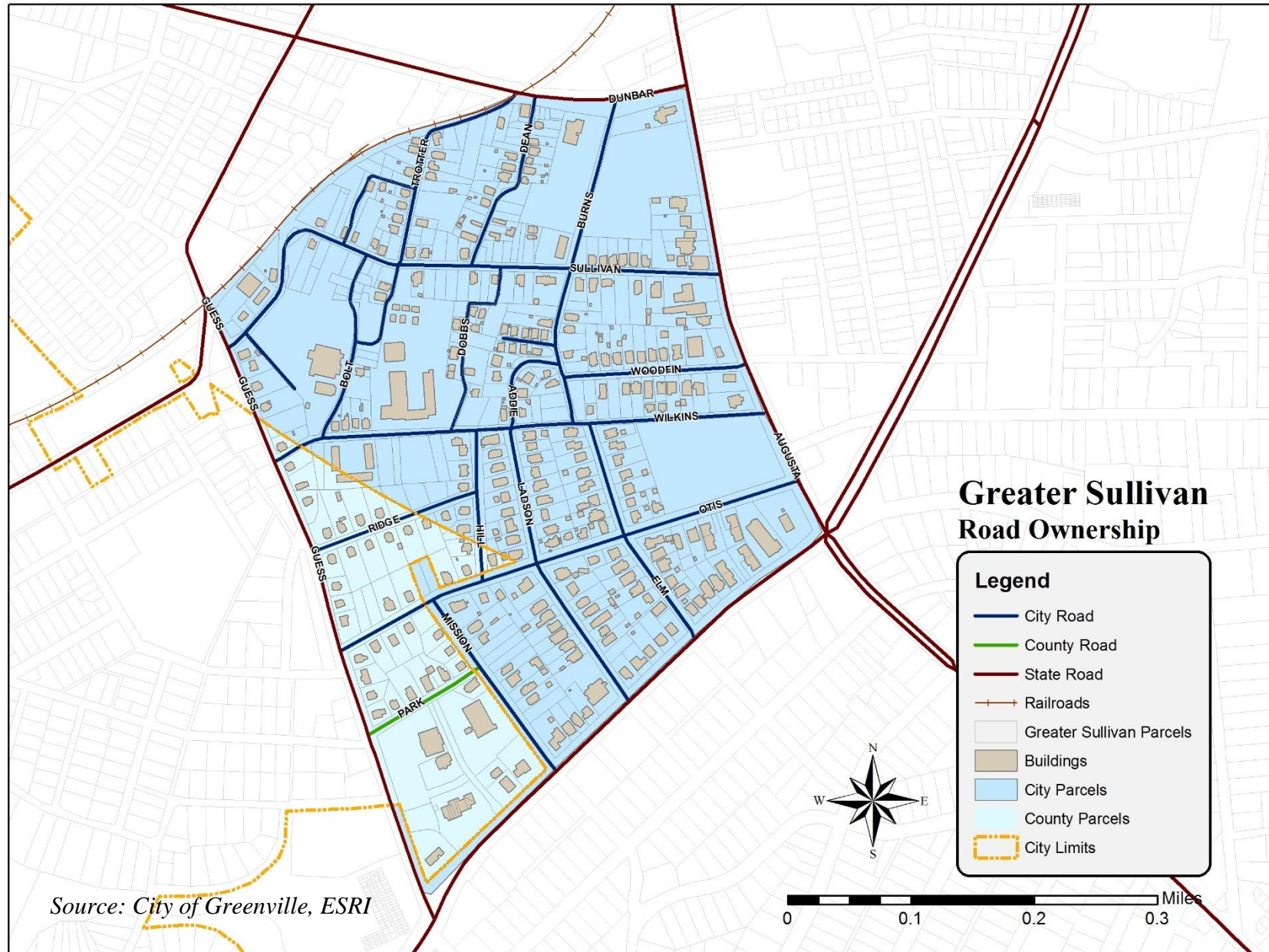
Figure V.3: Augusta and Wilkins Street road sign.



*Source: Clemson MCRP Students*



Figure V.4: Greater Sullivan Road Ownership



*Sidewalks:* A relatively large portion of the neighborhood's roads have sidewalks, but many of the narrower streets do not. This may create a dangerous atmosphere for pedestrians if an automobile drives past, especially around blind corners and in the dark. Many of the sidewalks that are present are poorly maintained, cracked, or missing large chunks of concrete. They are often narrow and overgrown with grass and brush. While existing sidewalks are typically five or six feet wide, some are as narrow as three feet across (Greater Sullivan Neighborhood

Design Guidelines, 2011). Existing sidewalks can be located on the Greater Sullivan Public Transit Map below.

Additionally, some of Greater Sullivan's street trees have grown too large for the space in which they were planted. These trees have begun to upheave sidewalks and asphalt in portions of the community. To learn more about this, please see the section of this document titled "Environment & Neighborhood Health."

Figure V.5: Sidewalk conditions in the neighborhood



*Source: Clemson MCRP  
Students*

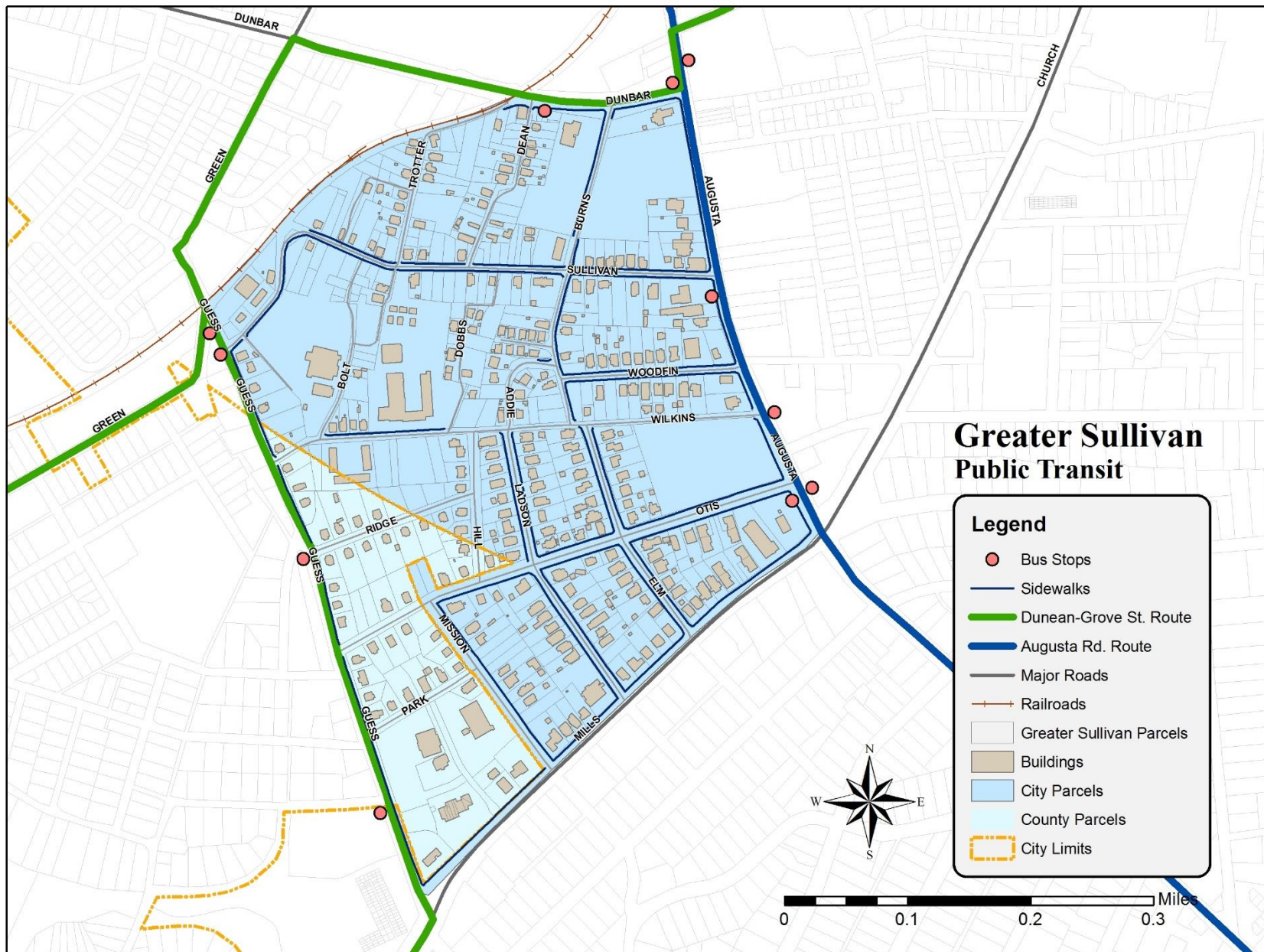
Figure V.6: Tree growing into sidewalk.



*Source: Clemson MCRP  
Students*

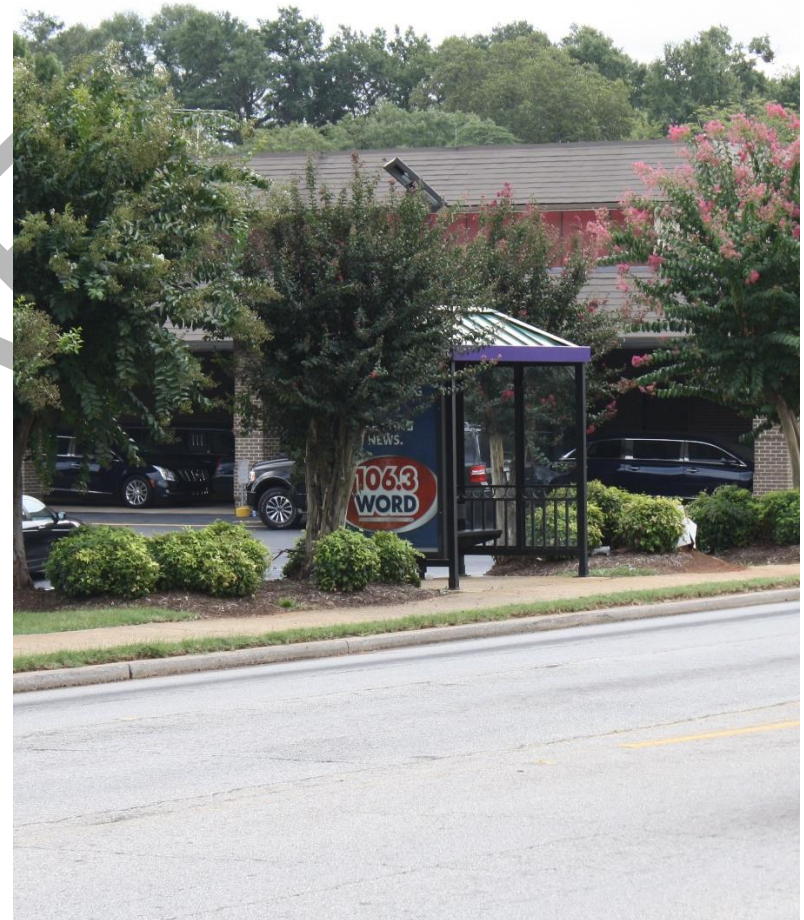


Figure V.7: Greater Sullivan Public Transit



*Public Transit:* Currently the Greenlink buses stop running at 7:30 p.m. Mondays-Fridays, and at 6:20 p.m. on Saturdays. In some cases, this may not be enough time for residents to take the bus home from work. Neither of the routes accessible to Greater Sullivan residents run on Sundays (Routes & Fares: Greenville, SC - Official Website). This means that those without cars are restricted on Sundays. The Greater Sullivan community has access to two bus routes, the Augusta Road Route and the Dunbar – Grove Street Route. There are multiple bus stops lining the road, along with bus shelters at the intersections of Augusta Road and Dunbar Street, and Augusta Road and Wilkins Street (Routes & Fares Greenville, SC - Official Website). These routes can be accessed easily by the community, because they are within walking distance for the majority of residents.

Figure V.8: Bus stop on Augusta Street



*Source: Clemson MCRP Students*



*Bikeways:* The Augusta Road Bicycle Boulevard runs alongside Greater Sullivan on Guess Street. Along with the boulevard, there are many proposed bike facilities within and around Greater Sullivan. City of Greenville adopted a Bicycle Master Plan in 2011. This plan proposes that two bike routes should run through the neighborhood. One of the proposed routes is on Otis Street, and the other follows Burns Street onto Elm Street. These bicycle routes are designed to create a well-connected network across the city that runs parallel to major streets (Bikeville, Greenville SC: City of Greenville Bicycle Master Plan, 2011).

Augusta Street, Dunbar Street, Mills Avenue, and Guess Street are all proposed to receive bike lanes. These streets will have markings to designate sections of the roadway for bicycle use (Bikeville, Greenville SC: City of Greenville Bicycle Master Plan, 2011).

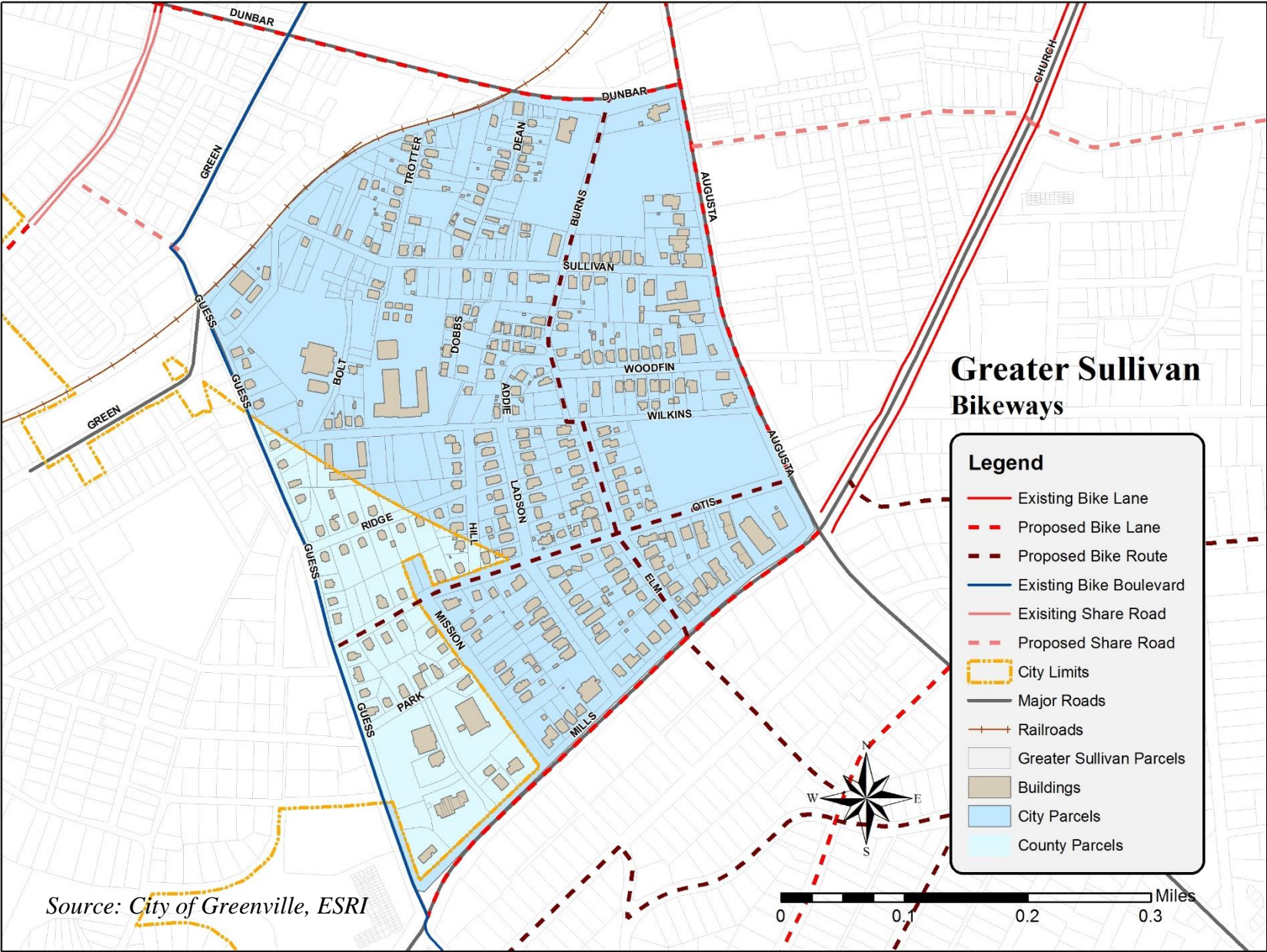
Figure V.9: Bike rentals at the Community Center



*Source: Clemson MCRP Students*



Figure V.10: Greater Sullivan Bikeways



*Lighting:* Some areas within Greater Sullivan that become very dark at night due to a lack of street lighting. Mills Avenue is fairly dark at night, which is surprising considering it has several commercial functions. Guess Street is another example of poor street lighting, especially between Otis and Wilkins Street. Otis Street is significantly lacking in lighting as well. A few smaller streets, such as Bolt and Ridge Street, have almost no lighting.

Poor street lighting does not create a sense of safety in the neighborhood. Residents will likely limit their outdoor activities to daylight hours if they do not feel it is safe to make pedestrian or bicycle trips after the sun has gone down. To encourage the feeling of being able to safely navigate the neighborhood, street lighting needs to be addressed.

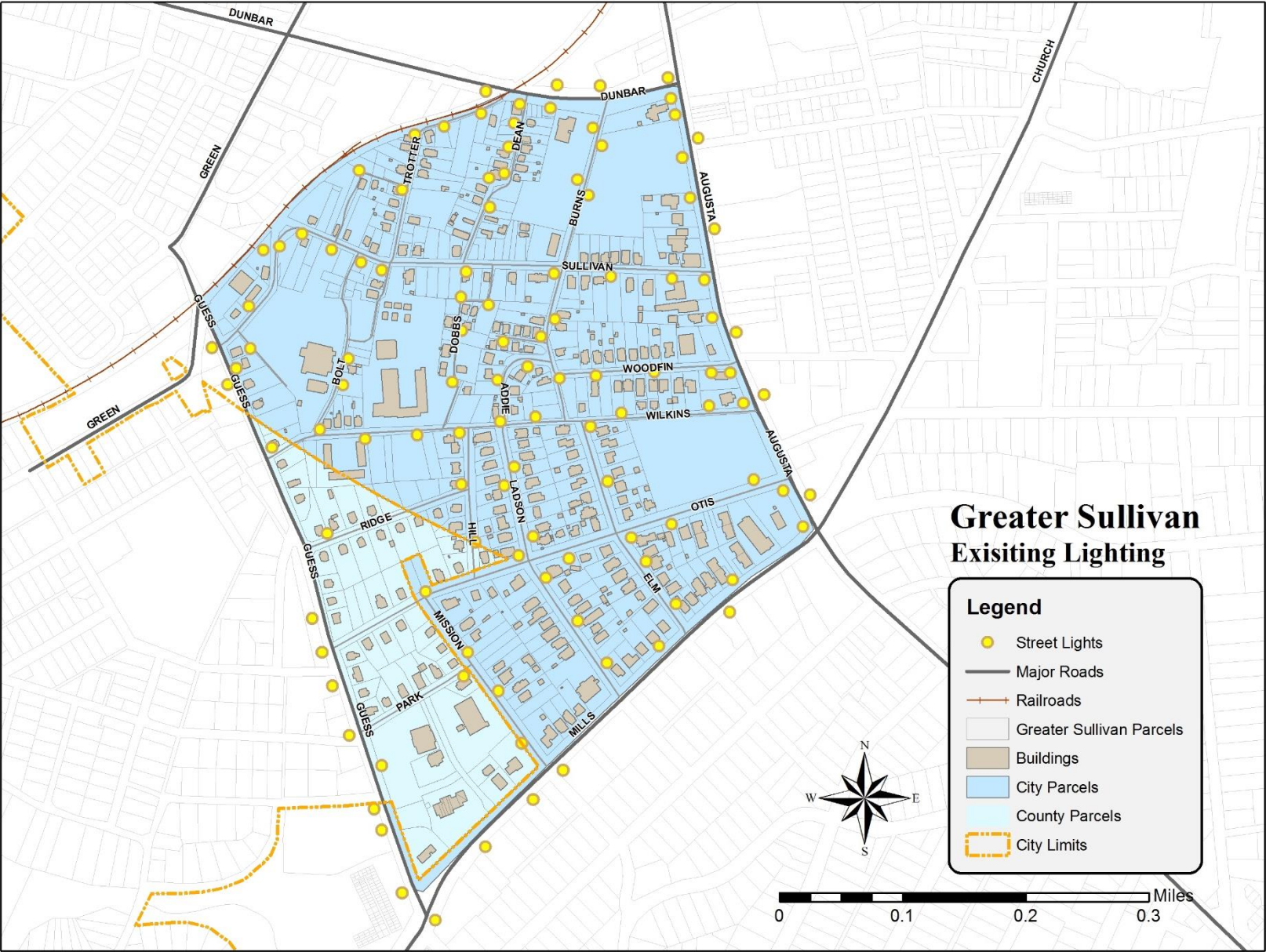
Figure V.11: Lighting along Augusta Street



*Source: Clemson MCRP Students*



Figure V.12: Greater Sullivan Street Lighting



*Traffic Calming:* Greater Sullivan has many speed bumps within its boundaries. While this is an attempt to slow and manage traffic throughout the community, it has been expressed that these speed bumps were poorly planned and a nuisance to some of the residents. They are known to jar cars and scrape the bottom of people's cars as they drive over them unless driving at exceptionally slow speeds (Personal communication, August 25, 2015).

Figure V.13: Speed hump.



*Source: Clemson MCRP Students*

### **Community Input:**

A workshop was conducted with residents from Greater Sullivan in order to receive feedback about their community. They gathered into two focus groups and discussed aspects of the community perceived as both strengths and weaknesses. When necessary, specific locations were marked onto maps in correlation with the feedback from the discussion. Community members were asked to fill out a survey at the workshop. Within this survey, residents were asked to rank various topics by level of importance. An analysis of this survey showed infrastructure quality is a high priority to the community.

#### **Feedback about location:**

- Conveniently located commercial uses
  - Convenience store on Augusta Street carries some groceries and is within walking distance for some residents
  - Retail/Commercial growth along Augusta Street and Mills Avenue
  - Nearby access to job opportunities

#### **Feedback specific to transportation:**

- Extend the bus system's operating hours
- Increase and repair street lighting throughout the neighborhood, especially at the following locations:
  - Guess Street
  - Sullivan & Burns Street Intersection
- Road pavement is not smooth:
  - "The Hump"
- Improve and repair sidewalks where necessary
  - Dean Street, Mission Street, and surrounding area:
    - Poor infrastructure
    - Narrow streets
    - No sidewalks
  - Wilkins Street, Sullivan Street, Woodfin Avenue, and Augusta Street:
    - Sidewalks often cracked and buckled by trees and wear
    - Need sidewalks on both sides of the street.

**Action Plan:**

*Goal: Improve physical infrastructure within Greater Sullivan*

One of the first steps that could be taken to realize this goal is to complete the sidewalk network in Greater Sullivan. Sidewalks should be installed on both sides of the street. Some target areas to consider as priorities are Wilkins Street and Otis Street. Installing proper sidewalks on these roads will complete a sidewalk network leading to bus stops on either end of Greater Sullivan. Small through streets such as Dean Street, Mission Street, and their surrounding areas should also be considered for sidewalk implementation. These streets are incredibly narrow and offer little protection for pedestrians.

Sidewalks should be repaired and widened where topography and right-of-way permits within Greater Sullivan. Recommendations for residential streets are five feet minimum width, and urban streets with retail, such as Augusta Street, are recommended to have a minimum sidewalk width of ten feet (Duany & Speck, 2010). Repairs should also be made to roadways to fix uneven paving. Extra focus should be paid to problem areas like “the hump.” Repairs of this nature will require collaboration between neighborhood residents, the

neighborhood association, and the city, county, or state depending on road ownership.

Another important step to realizing this goal is implementing lighting upgrades throughout Greater Sullivan. Commercial streets, such as Mills Avenue, should have lighting spaced at thirty-foot intervals. On residential streets lighting does not need to occur as closely, but should be consistent. It is recommended that lighting on residential streets be staggered at roughly sixty-foot intervals (Duany & Speck, 2010). Residential streets that should be considered for upgrades are small through-streets like Bolt, Ridge, and Park Streets.

*Goal: Increase accessibility to the community’s daily needs*

The Greater Sullivan community can easily access public transit. The next step the community could take to increase accessibility to their daily needs is to work with the Greenville Transit Authority to extend the bus system’s operating hours. The bus should run late enough to provide adequate time for residents to take the bus home from work with an allowance of time for running daily errands. Sunday operations could be considered as



well. This may allow residents to take public transit to church or a weekend job that is not located within walking distance.

The community could also work with the city to implement the City of Greenville Bicycle Master Plan within Greater Sullivan. At the current traffic capacity, bike routes should be sufficient to carry bicycle and vehicle traffic along Burns Street, Elm Street, and Otis Street. Many bike routes do not allocate a specific portion of the road to bike-only traffic, but instead use signage to indicate that bicycle traffic is common on the roadway. If traffic on these roadways increase in the future, it may be beneficial to switch to the use of bike lanes.

## **VI. Environment & Neighborhood Health and Safety:**

### **Introduction:**

The quality of Greater Sullivan's natural environment, neighborhood health, and neighborhood safety affects quality of life for its residents. Environmental quality pertains to the healthiness of the natural environment and how the natural

environment affects people's lives. Health and safety addresses the wellbeing and sense of protection community members feel within their homes and within their neighborhood. Together these concepts create a particular atmosphere for the neighborhood and this atmosphere should encourage a good quality of life for community members.

**Goal: Provide the residents of the Greater Sullivan neighborhood with a safe environment through infrastructure improvements while preserving the integrity and character of the neighborhood and its natural areas.**

Objective 1: Replace trees that have potential to create infrastructure and property damage with suitable street trees.

Objective 2: Take proper measures to reduce flooding and contamination of water sources.

Objective 3: Ensure there is enough street lighting to increase the comfort of walking on streets at night.

Objective 4: Where planter width allows for healthy tree growth, consider planting street trees to provide shade and a barrier between pedestrians and traffic.

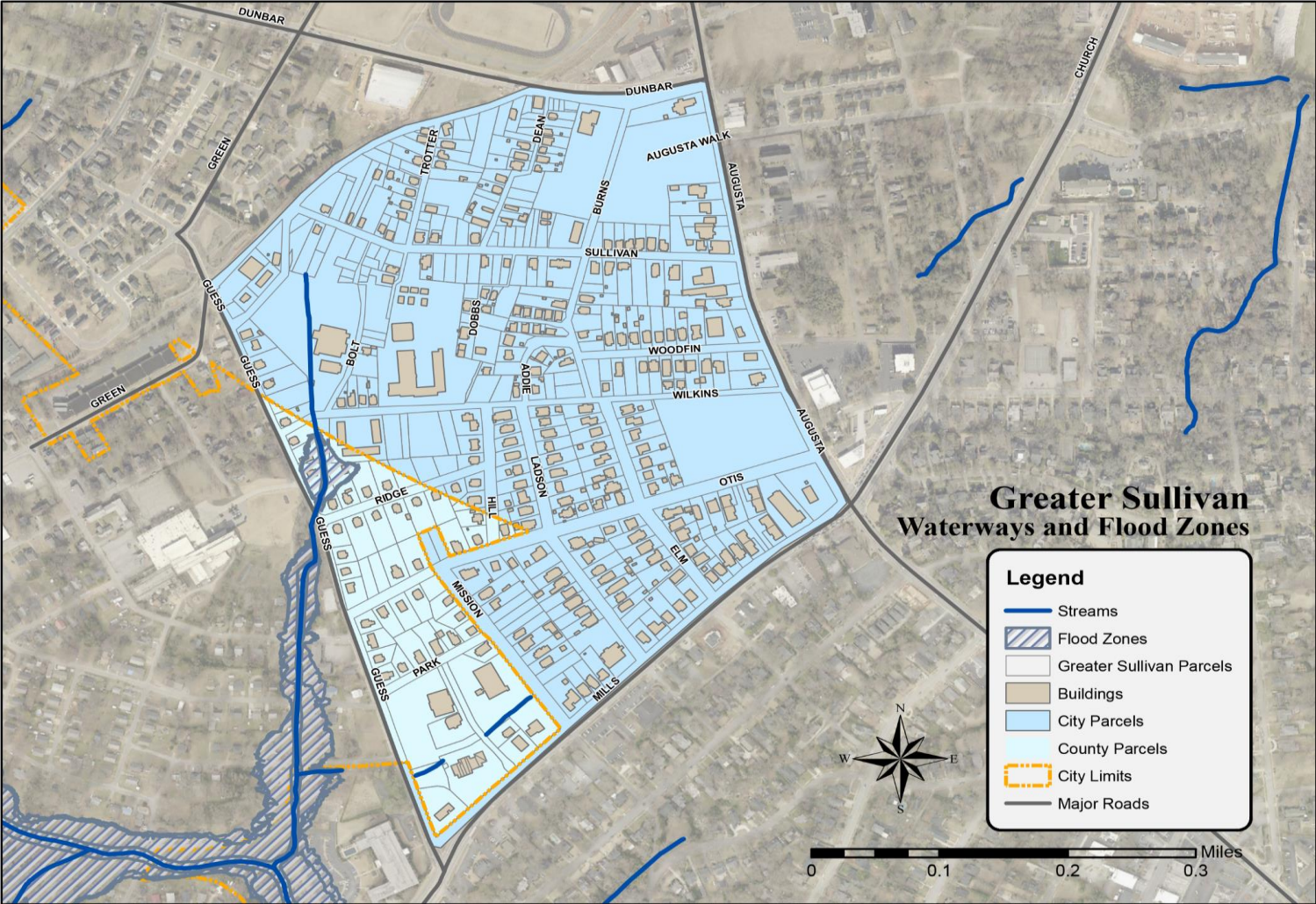
**Preexisting Conditions:**

*Water Body Information:* The Greater Sullivan neighborhood is within the Upper Reedy River Watershed. The Reedy River is roughly 1.25 miles from the neighborhood (Greenville County Maps Online). Within the neighborhood, Brushy Creek tributaries run along the western boundary. The tributaries are part of a flood zone indicated as minimal flood risk, according to FEMA FIRM Data (map number 45045C0383E). The flood zones affects seven properties in close proximity to the Guess Street and Ridge Street intersection.

*MS4 Designation:* The Greater Sullivan neighborhood has access to city provided sewer systems and is located within a small MS4 designation area. According to the DHEC website, “an MS4 is a system of conveyances that include, but are not limited to, catch basins, curbs, gutters, ditches, man-made channels, pipes, tunnels, and/or storm drains that discharge into

Waters of the State. For these conveyances or system of conveyances to be recognized as an MS4, a state, city, town, village, or other public entity must own them. These conveyances must also not be part of a Publicly Owned Treatment Works and may not operate as a combined sewer.” In order to discharge pollutants in the water, a National Pollutant Discharge Elimination System or NPDES permit is required to help regulate pollutants being discharged in water systems. Specifically, small MS4 designations must develop a program that covers: public education and outreach, public participation/involvement, illicit discharge detection and elimination, construction site runoff control, post-construction site runoff control and pollution prevention/ good housekeeping (DHEC website). It is evident that Greater Sullivan has tried to reduce pollutant discharge by posting signs that warn “Dump No Waste, Drains to Reedy River.”

Figure VI.1: Waterways and Flood Zone Map



Source: Clemson MCRP Students

Figure VI.2: Storm water drain.



*Water Quality Information:* The quality of surface water affects both environmental and public health. According to the Water Quality Tool on DHEC's website, there are a couple of monitoring stations where the standards are not met. For instance, at station S-067 (south of Greater Sullivan) E. Coil is above standards and at station S-319 (north of Greater Sullivan) Macroinvertebrates do not indicate a high water quality.

Figure VI.3: Water Quality Information

Water Quality Information		
	Monitoring Station	
Parameter	S-319	S-067
Ammonia	F	X
Chromium	F	X
Copper	F	X
Mercury	F	X
Nickel	F	X
Lead	X	X
Zinc	F	X
Dissolved Oxygen	F	X
pH	F	X
Turbidity	F	X
E. coli	A	N
Fecal Coliform (Shellfish)	A	A
Macroinvertebrates (Bio)	N	X
(Lakes) Phosphorus	X	X
(Lakes) Nitrogen	X	X
(Lakes) Chlorophyll a	X	X
(Beach) Enterococcus	X	X
Mercury (Fish)	X	X
PCB (Fish)	X	X

Source: DHEC Water Monitoring Tool  
September 11, 2015

**Legend:**

- F Standards Fully Supported
- N Standards Not Supported
- T Within TMDL Approved Waterhed
- A Assessed at Upstream Station
- X Parameter Not Assessed at Station

*Impervious Surface:* Water drainage can be improved within this neighborhood. Impervious surfaces, artificial structures that do not allow water to pass through, and clogged storm drains can limit water's ability to absorb into the ground and sewer systems. Water is then forced to flow through streets and across personal property.



Figure VI.4: Storm water drain.



*Proximity to Community Services:* Convenience helps determine actions and habits throughout the day. Although recycling centers are 2.5 miles away, the City provides curbside recycling pick-up to the neighborhood to encourage recycling (Greenville County Maps Online).

- Recycling Centers
  - North Greenville Recycling Center (approx. 2.52 miles)
  - City of Greenville Recycling Center (approx. 2.5 miles)

*Proximity to Emergency Services:* Proximity to community services can ensure a quick response time during a crisis. Greater

Sullivan is in good proximity to emergency services such as fire stations, police stations and hospitals (Greenville County Maps Online). Therefore, they should expect fast response times.

- Fire Stations
  - Greenville City Fire Department (approx. 0.85 miles)
  - Greenville City Fire Department (approx. 1.11 miles)
  - Parker Fire Department (approx. 1.52 miles)
- Police Stations
  - Greenville City Police Department (approx. 1.61 miles)
  - Greenville County Sheriff's Office (approx. 1.61 miles)
- Hospitals
  - St. Francis Outpatient Center (approx. 0.86 miles)
  - Greenville Health System (approx. 0.51 miles)

*Overgrown Trees and Power lines:* While walking the neighborhood, the Visioning Team discovered a fallen tree that could pose a safety threat by cracking the sidewalk and exposing power lines. Removing dead trees and allowing adequate space for trees to grow can help prevent accidents. Selecting the correct tree for the planting site can prevent conflict with utility lines, sidewalks, and high-cost maintenance.

Figure VI.5: Fallen tree following storm



*Source: Clemson MCRP Students*



Figure VI.6:  
Overgrown tree in  
neighborhood

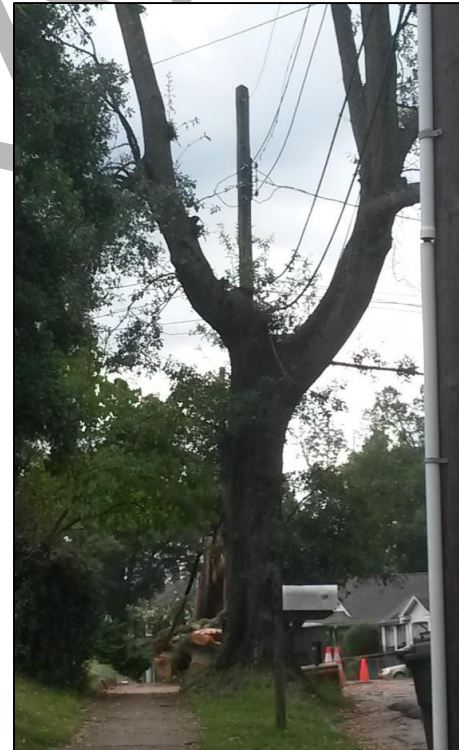


Figure VI.7: Power  
lines running  
through tree



### **Community Feedback:**

According to feedback from the community meeting, community members are concerned about similar topics. Three out of the nine main concerns are clogged sewer drains, tree trimming, and streetlights.

During the community meeting, residents were asked to fill out a survey. In the survey, community members were asked to identify their biggest concerns/issues in the neighborhood. A few of their environmental and safety concerns:

- “need construction work, street lights, trees down”
- “tree trimming, clogged drains”
- “crime”

In the same survey, community members were asked to rank the importance of quality of infrastructure (drainage, storm-water, lighting, waste management, etc.) and neighborhood safety in comparison to other concerns the neighborhood may have. Overall, quality of infrastructure ranked as a high priority, if not the highest priority. Neighborhood safety was also considered an important issue and was typically in the top half of their priority list.

Neighborhood safety may not be as high of a priority for the community because of differing perspectives of the relative safety of the neighborhood. Some community members perceive the neighborhood as being generally safe.

- “Our neighborhood is friendly. The location is great. Houses are beautiful. We can walk thru and feel safe. Low crime, neighbors watch out for each other.”

Some community members describe the southeast corner of the neighborhood near Mission Street as “sketchy.” Therefore, differing levels of perceived safety could depend on the areas of the neighborhood in which people live and spend their time.

Residents identified locations with drainage issues. Drainage issues were identified west of Sullivan Center. In these areas, the streets are flat with a minimal incline.

- Wilkins Street and Bolt Street intersection
- Sullivan Street Extension and Sullivan Street intersection

Residents identified trees requiring maintenance. The only trees identified were concentrated in the southern portion of the neighborhood, south of Otis Street. Trees at the following locations are in need of maintenance and/or removal:

- Elm Street and Otis Street intersection
- Ladson Street
- Mission Street

Figures VI.8 through VI.11 show trees show the approximate locations indicated by residents. The picture below illustrates the damage trees can do to infrastructure. Pictures to the right provide examples of how tree height can conflict with power lines.

Figure VI.8: Area where overgrown tree has fallen.



*Source: Clemson MCRP Students*

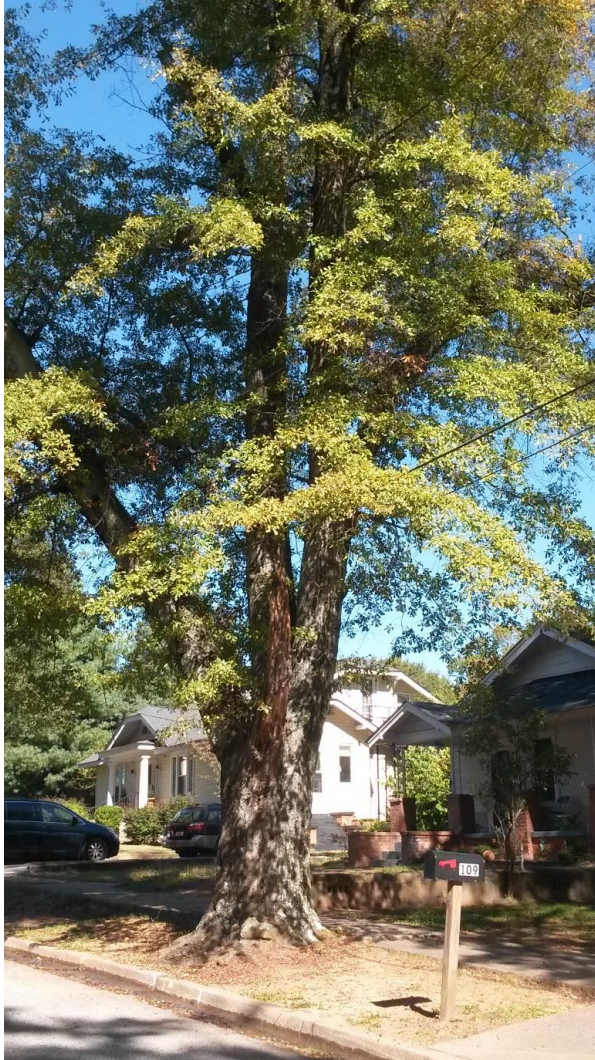
Figure VI.9: Power line in neighborhood.



Figure VI.10: Tree and power lines



Figure VI.11: Tree and power lines.



Source: Clemson MCRP Students

### **Action Plan:**

*Tree Maintenance:* Proper tree maintenance is of great concern to the community members of Greater Sullivan. The first step in addressing this concern is to identify and remove hazardous trees to prevent them from falling and causing property damage. Roots can cause damage to infrastructure and personal property. Tree height can also cause damage to power lines. When trees get too tall and interfere with power lines, power outages can occur. Planting shorter street trees near power lines will help decrease the need for tree trimming and decrease maintenance costs over the life of the tree. Trees that have outgrown their allotted space need to be identified and replaced with trees culturally suited to the space.

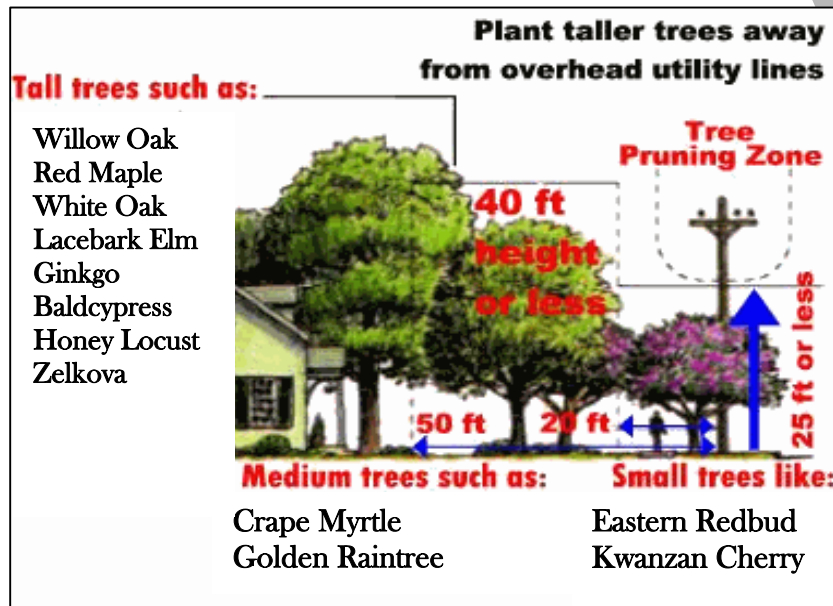
A list of appropriate trees is available in the City of Greenville Landscape Ordinance. This list excludes invasive species, and includes a variety of species that are aesthetically pleasing, fit the character of Greater Sullivan and will not negatively affect infrastructure by growing too tall or developing overgrown roots. It is important to encourage the utilization of native street trees to help strengthen the local ecosystem. These plants are



adapted to this climate, so they are easier to maintain and have a better chance thrive. Native species also create an aesthetic authenticity and a sense of place. The Greater Sullivan Design Guidelines recommend the following trees:

- **Large Trees:** Willow Oak, Red Maple, White Oak, Lacebark Elm, Ginkgo, Baldcypress, Zelkova
- **Medium trees (25-35'):** Crape Myrtle, Golden Raintree
- **Small Trees (<25'):** Eastern Redbud, Kwanzan Cherry

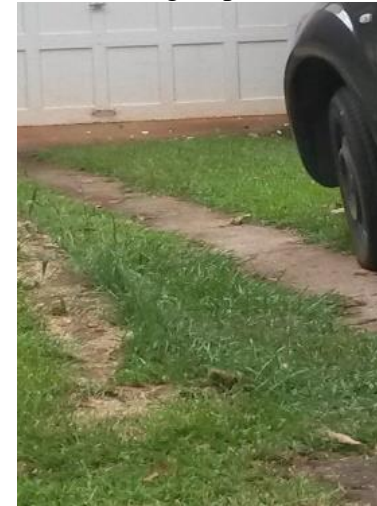
Figure VI.12: Tree width and height recommendations.



Source: Bull City Rising Website, edits by MCRP students

**Storm-water Management:** Implementing some storm-water management techniques should help decrease water runoff in the area. It will also allow the system to better handle excess water, particularly in the flood zone. Decreasing the amount of impervious surface (pavement, asphalt, concrete, brick, stone, etc.) could be encouraged to help decrease rainwater flow in the streets and decrease the potential of clogging sewer drains. Decreasing impervious surfaces can be accomplished through leaving grass/vegetation strips in the middle of a driveway.

Figure VI.13: Reducing impervious surface cover.

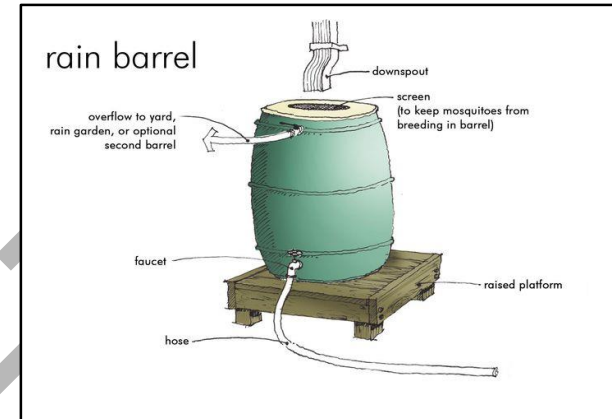


Source: Clemson MCRP Students

Residents can also plant rain gardens, which are bowl shaped vegetative areas designed to filter and collect storm-water, to minimize storm-water runoff from their property. Bioswales are similar to rain gardens, but they are located between sidewalks and roads. They are utilized to help filter and absorb storm-water runoff before it enters the street.

Rain barrels are containers that capture water flowing from rain gutters and help prevent a stream of water running through the resident's property. This is a relatively inexpensive and less time consuming option for reducing storm water flow.

Figure VI.15: Rain Barrel Components



Source: Eagle Creek Watershed Alliance

A lack of grade change can inhibit the ability for water to flow to a drain quickly. Therefore, roads should be at a slight incline with a slight crown in the middle. This allows water to flow more easily to the side of the road and to the storm drain, which will help decrease standing water on the road.

Lawn grasses require more maintenance and absorb less water than areas landscaped with trees and shrubs. Chemicals, fertilizers, pesticides, trimmings end up in the local water system and should be avoided whenever possible. For more

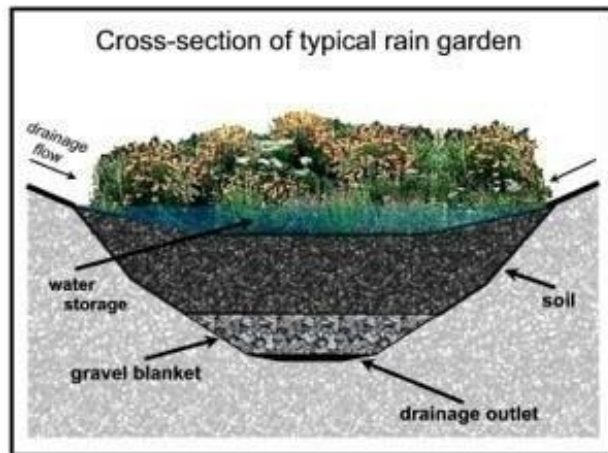


Figure VI.14:  
Rain Garden  
Components

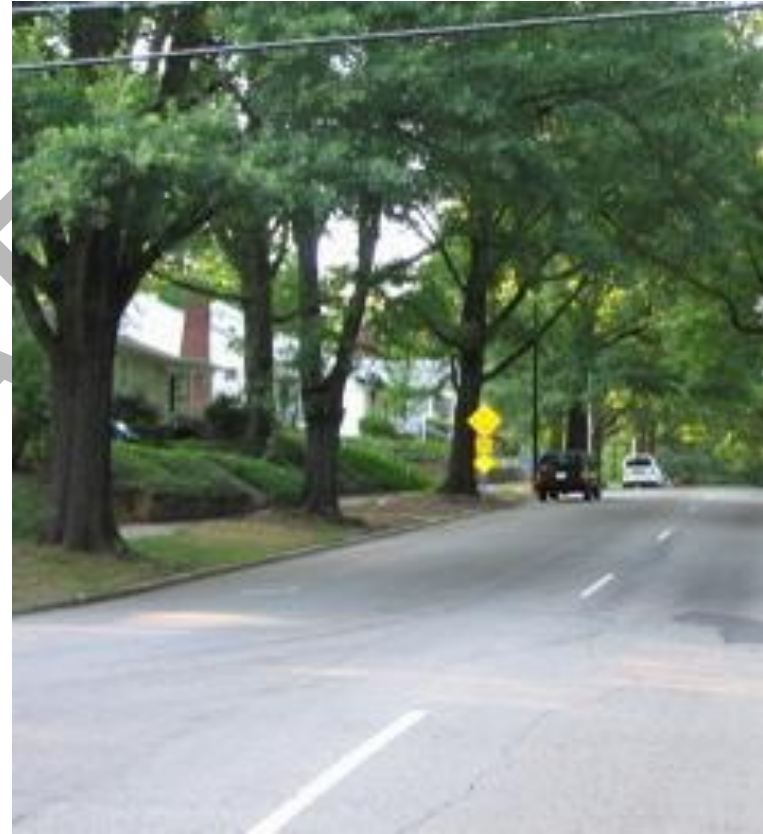
Source:  
Examiner.com

information, please refer to the Sustainability Appendix found under Neighborhood Plans on the City of Greenville Website.

Lastly, the simple maintenance of storm drains will help water flow more easily. If residents take the initiative to rake leaves out of the drains, multiple benefits will occur. Water will be able to flow more easily, which will decrease the potential for flooding on the streets and personal property. Also, less debris will flow into the drainage system, which will help decrease contamination of the Reedy River.

*Street Lights and Street Trees:* Streetlights and street trees improve the atmosphere of the neighborhood by calming traffic, thereby increasing pedestrian safety. People tend to feel more comfortable walking around the neighborhood when there is more lighting because it allows for better visibility and awareness of one's surroundings once it starts getting dark. Street trees can create a more aesthetically pleasing atmosphere and provide shade, creating a more pleasant environment to walk. Space street trees so they do not interfere with streetlights or a person's line of sight.

Figure VI.16: Example of proper tree placement.



*Source: Bull City Rising Website*



## VII. Neighborhood Design Standards

### Introduction:

Design standards help document the look, feel, and character of the overall neighborhood. Design guidelines aim to address the prominent characteristics and features of the neighborhood including, but not limited to: structure types, massing, scale, roof height, building materials, and lot configuration. With sufficient design guidelines in place residents are able to recognize and identify a distinctive character for the neighborhood that can be maintained and enhanced for future generations. The Greater Sullivan Neighborhood Design Guidelines adopted in 2011 focus on single and two-family housing, multi-family housing with particular consideration of porches, materials and architectural styles. The following goal and objectives reflect neighborhood concerns. Steps to evaluating and addressing these concerns may also be referenced in the 2011 Greater Sullivan Neighborhood Design Guidelines, available on the City website.

**Goal: Provide residents with strategies that suggest clear community expectations for the type and quality of development and character of the neighborhood.**

Objective 1: Support the traditionally diverse neighborhood, historical character, fabric, and setting.

Objective 2: Encourage residential infill that is compatible and complementary to the character of the existing neighborhood.

### Preexisting Conditions:

*Housing Characteristics:* Housing is integral to the character of Greater Sullivan, so it is important that new construction adhere to existing design guidelines. The neighborhood currently includes a mixture of housing types, but primarily single-family detached homes as shown in *Figure VII.1*.

Figure VII.1: Existing Single-Family Housing Type



*Source: Clemson MCRP Students*

Other housing types include duplexes and small-scale apartments. Housing features such as porches, materials and architectural styles are prominent characteristics neighborhood and discussed in detail in the Design Guidelines.

Many of the single-family homes include front or side porches, which add to the friendly character of the neighborhood.

*Figure VII.2* shows examples of some of the porches found within the neighborhood. Some of the duplexes and multifamily units also provide porches. The porch is a design feature that should be celebrated within the neighborhood visioning plan.

Figure VII.2: Existing Residential Porch Styles



*Source: Clemson MCRP Students*

Housing materials also contribute to neighborhood unity and character. Houses within the Greater Sullivan Neighborhood are varied in size and made with different materials such as brick, lapped wood, and vinyl siding. Older homes in the neighborhood are primarily brick or wood. These materials are also recommended in the existing neighborhood design guidelines. The guidelines further discourage materials as stucco, metal, or concrete block masonry units.

*Lot Configuration:* Within the Greater Sullivan Neighborhood there are various types of lot configurations. The various lot configurations are attributed to the distinction in block styles, landscape, and topography. With a mesh of block styles within the neighborhood, existing recommendations for design guidelines include meeting the City's Land Management Ordinances in variation in blocks and streets, appropriate location and materiality of driveways, the use of landscaping and trees to assist with aesthetics, and energy costs.

Within the neighborhood, fences and retaining walls are also found to be a unique feature of the neighborhood. Fences and retaining walls vary in character just as the homes within the neighborhood. *Figure VII.3* and *Figure VII.4* illustrate examples of the variation in size and materials depending on the street of the community or housing unit.

*Streetscape:* Trees and landscaping are important design components of the built environment. These are prominent characteristics of the streetscape element of the existing Greater Sullivan Design Guidelines. The inventory of trees and

Figure VII.3: Existing Residential Fencing Styles



*Source: Clemson MCRP Students*

Figure VII.4: Existing Neighborhood Retaining Wall Styles



*Source: Clemson MCRP Students*

landscape vary in style and character as well. A few areas in the neighborhood include landscaping plants along the streets in the curb lawn or median. With the variation in lot sizes, the scale and number of trees complement the respective lot type. Larger trees tend to be found on larger lots. Additionally, age and the built environment noticeably affect trees. Numerous trees are in poor condition for they are either decaying, cut down, or affect lighting or pathways of pedestrians. The Design Guidelines address lighting and utilities as a design element, and this Visioning Plan recognizes the opportunity to increase the street lighting in the neighborhood.

Streetscape recommendations address streets and sidewalk design. Sidewalks offer a sense of pedestrian safety and enhance walkability. Streets and sidewalks throughout the neighborhood lack continuity and connection. Numerous streets do not have sidewalks or have sidewalks in poor condition. *Figure VII.5* shows some examples of sidewalk variation. The Design Guidelines also offer recommendations for additional crosswalk locations and traffic calming.

Figure VII.5: Existing Sidewalk Variation



*Source: Clemson MCRP Students*

#### **Community Feedback:**

Community input for the Visioning Plan was provided via a survey, a community workshop, and dialogue with Clemson University Graduate students. The survey guided residents through different prompts to obtain an accurate and detailed information about the neighborhood and their concerns. Residents were able to rank areas of concern within the neighborhood, as well as indicate strong aspects for the neighborhood they did not want to change.

Resident feedback was consistent with the 2011 Greater Sullivan Design Guidelines. The main concerns included

housing compatibility and neighborhood infrastructure, such as safe sidewalks and sufficient lighting. Residents expressed the need for any new housing or developments to be compatible to the existing character of the neighborhood.

#### **Action Plan:**

The following recommendations could be used to enhance the ability of the new housing to fit within and support the existing neighborhood typology. These standards are not intended to require a particular style, but rather provide insight to what is supportive of existing neighborhood character.

*Residential Character:* All new housing structures or modifications to existing structures will be compatible under the following circumstances including, but not limited to:

- Structure Height / Mass
  - The mass and scale should be comparable to that of adjacent and neighboring single-family structures.
  - Use building forms that are similar and seen as traditional to the neighborhood.

- Rectangular building forms are encouraged.
- Structures should not exceed a 1-2 maximum story height with no more than a 35% slope to the roof.

Figure VII.6: Residential Character Examples



**Residential character illustrating painted brick and lapped wood building materials.** *Source: Clemson MCRP Students*

- Building Material
  - Building materials should be comparable to existing adjacent and neighboring structures.
  - Brick, painted lapped wood, and vinyl siding are the recommended primary building materials.
  - Metals, stucco, and translucent materials are discouraged as primary building materials.



Figure VII.7: Residential Character Examples

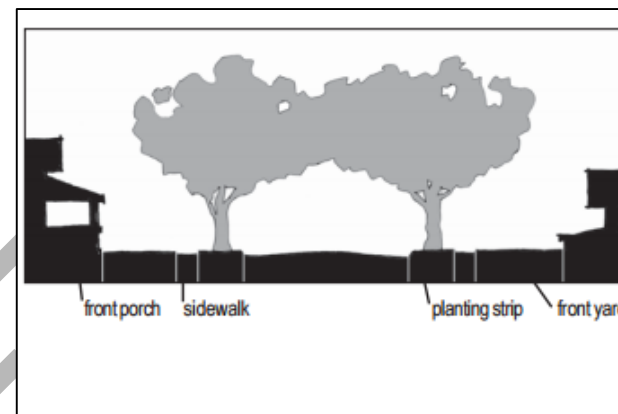


**Residential character illustrating varied traditional simplistic building.** *Source: Clemson MCRP Students*

- Set Backs / Configuration

- Front façade of the unit should be oriented toward the street. Porches should also extend from the front façade oriented towards the street.
- The primary entrance should be clearly identified by using a raised front porch or stoop.
- Secondary structures should be located at the rear of the lot when feasible.
- Front, side or rear yards are encouraged.

Figure VII.8: Setbacks and Spacing



**Residential character example illustrating how housing façades and streets engage.** *Sources: Davis Downtown and Traditional Residential Neighborhoods Design Guidelines*

- Fences / Retaining Walls

- Fencing may be used where appropriate to delineate the edge of the property, for safety or aesthetic purposes.
- All fences should meet the City's Land Management Ordinance.
- Fences used along the front of the structure should be transparent and open.
- Where retaining walls exist, walls should be painted to match the existing structure's character.

Figure VII.9: Suggested Fencing Example



**Fencing example illustrating transparency and openness.** *Source: Clemson MCRP Students*

Figure VII.10: Fencing to be Avoided



**Poor fencing example not illustrating transparency and openness.** *Source: Home Improvement Pages*

Figure VII.11: Example of Retaining Wall



**Retaining wall showing desirable neighborhood character and scale.** *Source: ISBIR Construction and Landscape*

*Streetscape:* Consistency with the examples provided in the existing neighborhood design guidelines is an important step in maintaining neighborhood character for future generations. In addition to the structures, the streetscape plays an important role in the neighborhood character. This plan addresses the two main concerns of residents: sidewalk and lighting. Sidewalks are an amenity that should provide access and alternative modes of transportation.

- Lighting

- All sidewalks should be properly lit.
- Lighting should provide for a sense of vibrancy and safety without resulting in excessive light and glare.
- Lighting fixtures should be clear of impediment as tree limbs.

Figure VII.12: Street Lighting Example



**Example of desirable lighting fixture for the neighborhood.** *Source: The City of Columbus, Columbus, Ohio*

- Sidewalks

- Existing sidewalks should be properly maintained. Sidewalks within the neighborhood should connect to the larger network of city sidewalks.
- Install new ADA (Americans with Disabilities Act) accessible sidewalks to increase connectivity.
- New and reconstructed sidewalks should provide adequate width for the pedestrians and preservation of existing street tree roots.
- Where possible, curving sidewalk to preserve street trees should be explored.



**Contoured sidewalk to preserve trees.** *Source: Art's Bayfield Almanac*

Figure VII.13:  
Sidewalk Example

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## IX. Appendix: Instruments for Gathering Community Feedback

### Greater Sullivan Neighborhood Community Workshop Feedback Summary

#### Juanita Butler Community Center

- Reopen the center as a neighborhood hub and gathering space
- Provide consistent programs and activities for youth and seniors

#### Housing / Vacant Lots

- Maintain and provide affordable housing options
- Housing character should be compatible and match the scale of the neighborhood

#### Infrastructure

- Improve and increase sidewalks throughout the neighborhood
- Provide upgrades to street lighting within the neighborhood
- Maintain stormwater drain and preventative tree damage maintenance

#### Transportation / Commercial Activity

- Extend the hours of the bus schedule
- Opportunities for small business and neighborhood scale commercial activity (Dunbar St.)

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#### Commercial

- Extend the hours of the bus schedule
- Opportunities for small business and neighborhood scale commercial activity (Dunbar St.)

## Questionnaire?

1. What do you like/enjoy in the Greater Sullivan Neighborhood?

☐ ☐ ☐ ☐ ☐

2. What are the biggest concerns/issues in the neighborhood?

☐ ☐ ☐ ☐ ☐

3. What things are most needed in the Greater Sullivan Neighborhood? This can be anything.

☐ ☒ ☐ ☐ ☐ ☐ ☐ ☐

4. What do you want to make sure does not change in the neighborhood?

☐ ☐ ☐ ☐

(over)

18

5. Please rank the following items in the order of importance to you as they relate to the Greater Sullivan Neighborhood. (1 being the most important.)

Transportation (traffic) and also transportation options (cars, bus, pedestrian & bike)

Quality of Infrastructure (Drainage, Stormwater, Lighting, Waste Management, Etc.)

Development/Design Standards (Architecture, Building Size, Buffers, Parking, Etc.)

## Commercial & Business Opportunities

Parks/Open SpaceNeighborhood Safety

Land Use appropriate location for housing, businesses, office, etc.)

Other	
-------	--

2.

6. Please provide any additional questions, comments and/or suggestions you may wish to share with us.

[illegible]

**Thank You!**

27

